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GENERAL PLAN

**for the CENTRAL METROPOLITAN-
EDEN · and WASHINGTON Planning
Units · Alameda County, California**

adopted by the County of Alameda Board of Supervisors, January 13, 1981

**ALAMEDA COUNTY
BOARD OF SUPERVISORS***

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Fred Cooper
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* January 13, 1981

**PLANNING COMMISSION
of ALAMEDA COUNTY***

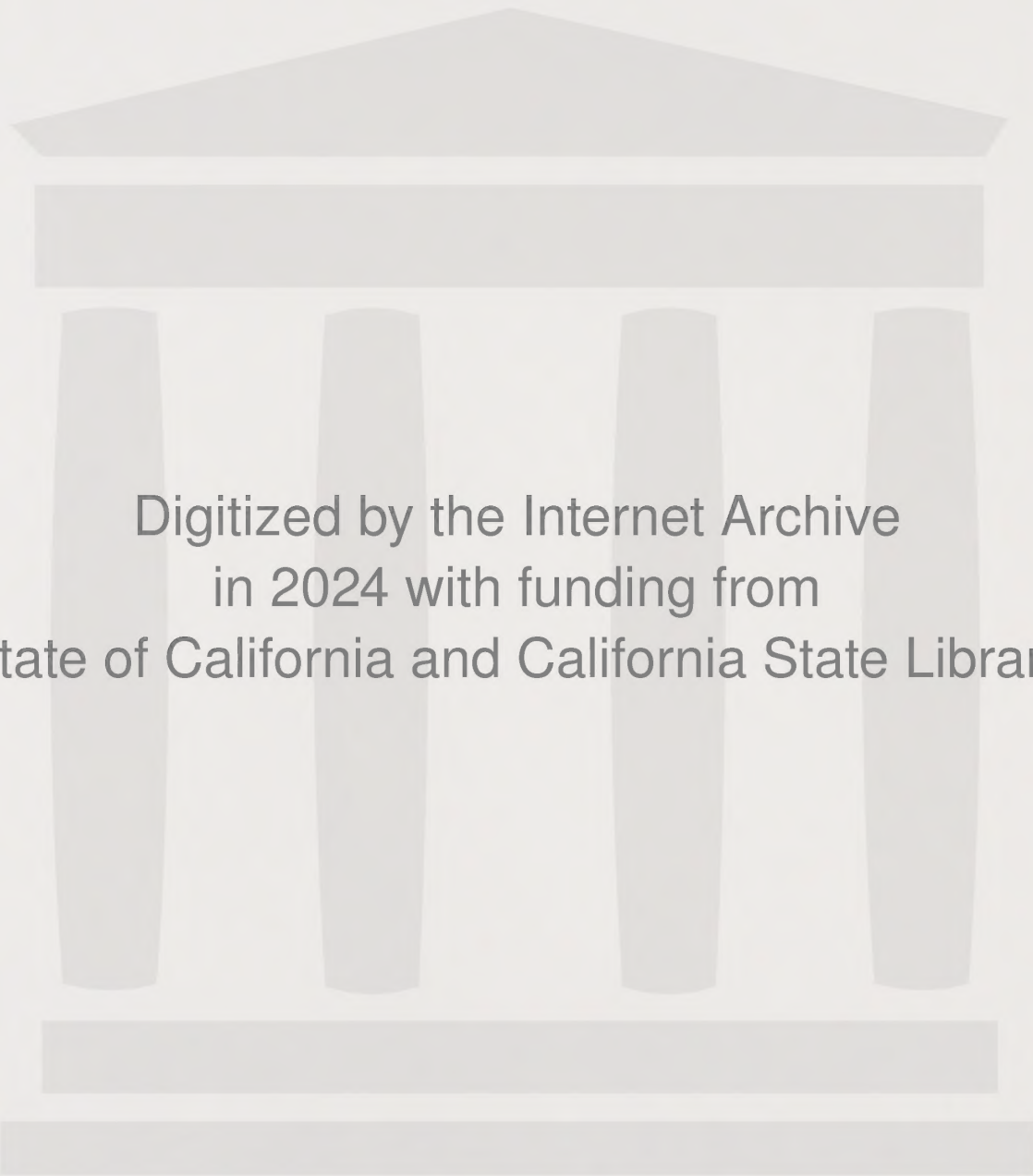
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GENERAL PLAN

for the CENTRAL METROPOLITAN·
EDEN· and WASHINGTON Planning
Units· Alameda County, California

a part of the County of Alameda General Plan / january 13, 1981



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preface

This General Plan for the Central Metropolitan, Eden, and Washington Planning Units is the second of two comprehensive Plan documents adopted by the County of Alameda in its program to review and amend the County of Alameda General Plan. The plan amendment process for the Livermore-Amador Valley Planning Unit was initiated in January, 1976 and culminated in November, 1977 with the adoption of the Livermore-Amador Valley Planning Unit General Plan. The plan amendment process for the remainder of the County - the Central Metropolitan, Eden, and Washington Planning Units - was initiated in September, 1979 with the issuance of the first of a series of background studies - on area population characteristics, economic conditions, environmental hazards and resources, residential, commercial and industrial land use, and public services and facilities - descriptive of the entire Planning Area and of the several unincorporated communities and areas within it. These were followed by an Issues Report, presented to the Planning Commission on May 5, 1980, which focused discussion on major social, economic/fiscal, and environmental and land use opportunities and problems, and which presented initial policy statements pertaining to the major, areawide planning issues. After presentation to the Planning Commission, the Background and Issues Reports were distributed to concerned agencies and organizations for their review. Comments received were used by the Planning Department staff in the preparation of the "Draft General Plan for the Central Metropolitan, Eden, and Washington Planning Units."

The Draft Plan was first presented to the Planning Commission on July 7, 1980, and was subsequently distributed along with a Draft Environmental Impact Report to concerned agencies, organizations and members of the public. Public hearings on the Draft Plan were held by the Planning Commission on July 21 and September 15, 1980. Changes and additions recommended by Planning Department staff, based on Commission and public comments, were incorporated into an Addendum and were considered by the Commission at its October 6, 1980 meeting. At this meeting the Commission acted to approve and recommend adoption by the Board of Supervisors of the subject General Plan, to consist of the Draft Plan with revisions indicated in the Addendum and other changes approved by the Commission at its October 6, 1980 meeting. These revisions and changes were incorporated into the General Plan presented to the Board of Supervisors at a public hearing held on January 8, 1981. The hearing was continued to January 13, 1981, at which time the Board approved the subject General Plan without change.

The current Plan document includes all background materials, findings and policy statements included in the Plan documents approved by the Planning Commission and adopted by the Board of Supervisors. Several supplemental materials are new to this document: Planning Commission and Board of Supervisors resolutions approving and adopting the Plan are included as Appendices C and D; a series of diagrams illustrating current city land use proposals is included as Appendix E; and set of diagrams have been added to the Plan's Unincorporated Area policies to illustrate the written principles.

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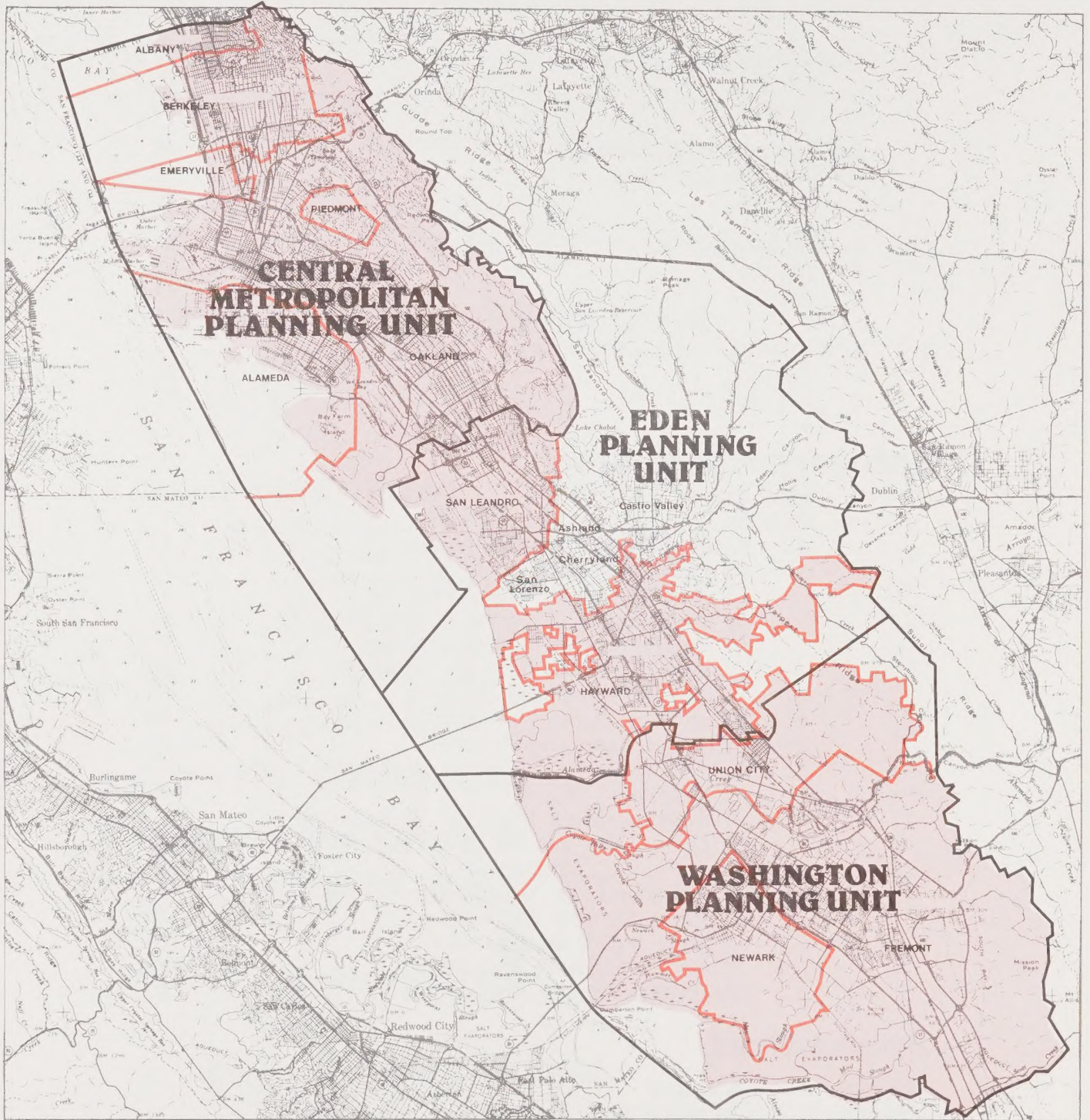
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introduction

A. Organization of the Plan

This General Plan for the Central Metropolitan, Eden, and Washington Planning Units of Alameda County is organized into six major sections. The first three provide general background information: the Introduction discusses the purpose of the Plan, the legislative authority for preparation, amendment and implementation of the Plan, the Plan's scope, and the relationship to other Elements and parts of the County of Alameda General Plan; the Description of the Planning Area provides a general description of the Planning Area major features, and general characteristics of the Area's population and economy; and the Major Plan Issues section summarizes the major planning issues, describing some of the major opportunities and problems bearing on the planning process.

The goals and policies of the Plan are contained in the fourth and fifth sections, respectively, titled Goals for the Planning Area and, Findings and Policies. The findings and Plan objectives, principles and implementation recommendations in the fifth section are organized into nine subsections; the first eight of these apply to the entire Planning Area; the ninth adds detailed findings and policy statements applicable only to the unincorporated communities and areas subject to direct land use regulation by the County.

Supportive and supplemental materials are included in a series of appendices to the Plan. Appendix A is a Glossary of terms used in the Plan. Appendix B, under separate cover, is a compilation of policies and proposals in other adopted Elements and parts of the County of Alameda General Plan which are notated to indicate which are deleted and which retained by the current General Plan amendment. Appendices C and D are the Planning Commission and Board of Supervisors resolutions respectively approving and adopting this General Plan. Appendix E is a series of diagrams illustrating current adopted or approved city land use and circulation proposals for their respective planning areas. Diagrams illustrating County land use development principles are included as a part of the Findings and Policies section of this Plan.

B. Purpose of the Plan

This General Plan is a compilation of the County of Alameda's comprehensive, long-term policy for development and conservation within the Central Metropolitan, Eden, and Washington Planning Units. The Plan serves:

- To represent the concerns and interests of the County regarding development and conservation needed to achieve social, economic and environmental goals;
- To present official County policy to be used in the review and comment on plan policies, programs and projects within or bearing on the Planning Area; and
- To present official County policy to be used in the regulation of land use and development within the

unincorporated communities and areas of the Planning Area.

As a comprehensive amendment to the County of Alameda General Plan, this Plan has been developed in order to ensure that County policy remains responsive to changing social, economic, and environmental conditions, that it accurately represents the most current intent and concerns of the County regarding the objectives and processes of physical development, and to ensure that the County General Plan reflects major changes in the development policies of local, regional, state and federal agencies.

C. Legislative Authority

The State Planning and Zoning Law requires that each county and city prepare and adopt a comprehensive, long-term general plan. The County of Alameda's General Plan was adopted in 1966, as a comprehensive amendment to a 1957 adopted County Master Plan, and has subsequently been amended to add newly mandated Plan Elements and to change County land use and circulation proposals based on changed conditions. The current amendment to the County General Plan is consistent with Section 65356.1 of the Law, which allows city or county to change or add to all or part of its adopted general plan when it is in the public interest to do so.

D. Scope of the Plan

1. Planning Area

The area for which this Plan has been prepared and adopted is comprised of three, of four, County of Alameda statistical and planning subareas - the Central Metropolitan, Eden, and Washington Planning Units. The Planning Area, within the San Francisco Bay Region of Central Coastal California, is bounded on the north by Contra Costa County, on the south by Santa Clara County, on the west by San Francisco, San Mateo and Santa Clara Counties, and on the east by the Livermore-Amador Valley Planning Unit in Alameda County. Total area is 402 square miles, including 325 square miles of land and 77 square miles in San Francisco Bay. The Planning Area includes eleven cities (Albany, Berkeley, Emeryville, Oakland, Alameda, San Leandro, Hayward, Union City, Fremont and Newark), several unincorporated urban communities (Castro Valley, Ashland, Cherryland, San Lorenzo), and extensive unincorporated open space.

2. Plan Period

The General Plan looks forward through the next twenty or so years to anticipate changing needs and conditions, to identify and evaluate long-term and cumulative effects as well as short-term effects of alternative amounts, types and rates of development, and to allow for effective coordination of public and private actions and programs. The time framework of the Plan permits consideration of many planning issues which otherwise

would be overlooked in the day to day review of individual projects. It should be recognized that many of the policies and recommendations of the Plan must have an immediate effect and, further, that many programs endorsed by the Plan will require time spans considerably longer than the twenty or so year Plan period.

3. Subjects Addressed by the Plan

This General Plan is a comprehensive statement of the County of Alameda's conservation and development policy for the Planning Area. It includes objectives, principles and implementation recommendations on land use, housing, open space, parks and recreation, safety, conservation of resources, noise, circulations, and scenic highways and, as such, addresses all issues required in Elements of the General Plan.

E. Relationship to Other Parts of County General Plan

This document is a part of the County of Alameda General Plan. It is supplemented by background information, analysis, and policy statements found in the following Elements and documents of the County Plan which, together with the current Plan document, comprise the comprehensive General Plan for the County:

- Parks and Recreation Element, adopted June 12, 1956. Amended November 21, 1968.
- Scenic Route Element, adopted May 5, 1966.
- General Plan, County of Alameda (Land Use and Circulation Elements), adopted May 26, 1966. Amended August 28, 1969; June 6, 1974; October 10, 1974; November 3, 1977; August 8, 1978; January 4, 1979; and December 16, 1980.
- Open Space Element, adopted May 31, 1973.
- Conservation Element, adopted January 8, 1976. Amended November 23, 1976.
- Seismic Safety Element, adopted January 8, 1976.
- Safety Element, adopted January 8, 1976.
- Noise Element, adopted January 8, 1976.
- Housing Element, adopted August 24, 1976. Amended February 7, 1980.
- Livermore-Amador Valley Planning Unit General Plan, adopted November 3, 1977. Amended January 4, 1979; December 16, 1980.
- Castro Valley Plan, adopted August 8, 1978.

To ensure consistency of General Plan policies and proposals the current amendment provides for the deletion of a number of objectives, principles, standards and implementation recommendations contained in these other documents of the County Plan. These changes are specified in Appendix B under separate cover, of the current Plan.

F. Governmental Roles and Responsibilities

The County of Alameda, through the Planning Commission and Board of Supervisors, is responsible for preparing, maintaining and implementing a comprehensive, long-term general plan for the County. To this end, the County relies extensively upon the planning programs of the cities and of other public agencies within the County. The cities retain the authority and must therefore assume principal responsibility for regulation of land uses within their municipal limits. Similarly, the County's principal responsibility will be towards the unincorporated communities and areas. The County must also plan for activities for which county government is responsible throughout the Planning Area. These responsibilities include the provision of a variety of services, the structuring of the receipt and expenditure of financial resources, and both intragovernmental and intergovernmental coordination.

description of the planning area

The Planning Area lies within the western portion of Alameda County which is located on the east side of southern San Francisco Bay. The Planning Area has within its boundaries 325 square miles of land and 77 square miles of bay. The climate varies from a marine type along the Bay fringes to fog-shrouded forests in the East Bay Hills. Conditions vary depending upon the altitude, the topography and the distance from the ocean and the Bay.

The Planning Area includes the portion of San Francisco Bay that lies within Alameda County, the bay plain, and most of the East Bay Hills, which divide it from the remainder of the County. The bay plain varies from three miles in width at the north end of the County, in the Berkeley-Albany area, to eight miles at the south, in Fremont. The bay plain is composed of geologically recent fluvial and alluvial deposits of the late Cenozoic period. In the southern portion, along the Bay, are tidal flats, marshes and salt ponds.

The Planning Area is divided into three statistical planning units beginning with the Central Metropolitan Planning Unit (CMPU). The CMPU, which is entirely incorporated, consists of the cities of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont and covers a land area of 83 square miles. The Eden Planning Unit (EPU) covers a land area of 121 square miles and includes the cities of San Leandro and Hayward; the unincorporated communities of Castro Valley, San Lorenzo, Ashland and Cherryland; and adjacent unincorporated areas. The Washington Planning Unit (WPU), with a land area of 121 square miles, includes the cities of Fremont, Newark, and Union City and is almost entirely incorporated, except for a relatively small area near Union City.

Maps 1 and 2 illustrate the three planning units, identify the eleven cities, and indicate the unincorporated communities and areas.

A. Historical Background

The original occupants of Alameda County and the Planning Area were Indians belonging to the Chochenyo-speaking tribes, which are related to the "Costanoan" language family. The first Spanish settlement occurred in 1797 with the establishment of Mission San Jose in the present Fremont area. Following the granting of its independence from Spain, Mexico controlled the County and awarded numerous grants of land. Although a small number of white settlers appeared in the County during the first half of the nineteenth century, significant numbers began to appear following the discovery of gold in California in 1848. At the time of statehood in 1850, the present Alameda County area was contained within Contra Costa and Santa Clara Counties. In 1853, the County of Alameda was created with the seat of government established at Alvarado in Washington Township.

Washington Township was the first part of the County to be settled. Following the period of the Spanish came the Mexicans, who awarded land grants—Rancho del Agua Caliente (Warm Springs) and Rancho Arroyo del Alameda. The agricultural capability of the area was developed early, with most of the crops being shipped to San Francisco. Commercial salt production along San Francisco Bay began in 1862 and continues to this day. A number of towns sprang up, including Niles, Union City, Decoto, Warm Springs, Centerville and Newark, some of which served principally as railroad junctions following the development of the transcontinental railroad through Niles Canyon and continuing into Oakland. The area remained predominantly an agricultural area well into the twentieth century until suburban growth began to occur in the mid to late 1950's, during which time the cities of Fremont, Union City and Newark were incorporated.

Eden Township, which closely corresponds to the Eden Planning Unit, was divided into a number of ranchos during the period of Mexican rule. The ranchos included San Leandro, El Sobrante, San Lorenzo, San Lorenzito and Arroyo del Alameda. During the 1850's and 1860's, a number of farms and ranches were established from the former ranchos, including the Meek and Lewelling estates. To serve the expanding agricultural economy of the area, several small trading centers (Hayward, San Leandro and San Lorenzo) were established, as were a number of landings along the shoreline. The 1880's and 1890's saw a great diversification of agricultural crops grown in the area, with much of the fruit being packed and shipped throughout the country. The Oakland, San Leandro and Hayward Electric Railway was completed in 1891, permitting new urban development to take place along its length. During the 1910's and 1920's, many of the large ranches and farms were subdivided, often into small one and two-acre farmsites. Although population growth in the cities of Hayward and San Leandro slowed during the 1930's, the unincorporated area population continued to grow, due in large part to the strong demand for the area's agricultural products created by

World War II. The area's role as a major agricultural area has declined since the late 1940's, when extensive farmlands began to be displaced by large, single-family subdivisions and, more recently, by major commercial and industrial development.

The Central Metropolitan Planning Unit, consisting of three townships-Alameda, Brooklyn and Oakland--was originally contained within the Rancho San Antonio granted to Don Luis Peralta. Although important as an agricultural area, residential subdivision began to take place shortly after the granting of statehood. Ferry service to San Francisco was established at an early date, enabling the towns of Alameda, Oakland, Brooklyn (East Oakland) and Ocean View (West Berkeley) to serve largely as residential areas for the burgeoning San Francisco population. The establishment of the western terminus of the trans-continental railroad in 1869, first at Alameda and shortly thereafter at Oakland, encouraged industrial growth along the rail lines.

Berkeley began to grow following the establishment of the University of California there in 1868. Residential development spread throughout the CMPU during the last two decades of the nineteenth century and the first two decades of the twentieth, facilitated, in large part, by expanding streetcar lines connecting with transbay ferry service. Rapid growth ensued following the 1906 earthquake, as many San Francisco residents and businesses relocated across the Bay. Considerable population growth in the CMPU also took place during the 1940's as workers flocked to the area to take jobs in the manufacturing and shipbuilding industries supporting the war effort. During the late 1940's and the 1950's, many families, particularly white families, began moving to suburban locations.

B. Population Trends and Characteristics

The population of the Planning Area (January 1, 1978) has been estimated by the Alameda County Planning Department at 993,600, which was 90.3 percent of the total population in Alameda County in 1978. Of this total, the Central Metropolitan Planning Unit (CMPU) had 548,500 persons, the Eden Planning Unit (EPU) had 260,500 persons, and the Washington Planning Unit (WPU) had 184,600 persons. The population of the Planning Area experienced a 13.11 percent increase from 1960-1970, a 0.69 percent increase from 1970-1975, and a 0.70 percent decline from 1975-1978. The annual growth rate of 1.14 percent seen in the 1960's declined to 0.15 percent during the early 1970's. A negative annual rate of population change, -0.15 percent, took place between 1975-1978.

The growth pattern differs, however, among the three planning units. For the 1960-1970 decade, all of the planning units experienced population growth. The Washington Planning Unit exhibited the greatest amount and rate of growth, with a total population increase of 82,299, or 135 percent, and with an annual growth rate of 13.4 percent. The Eden Planning Unit increased in

population by 28,422 or 11.5 percent for an annual growth rate of 1.1 percent. The Central Metropolitan Planning Unit gained 4,501 persons, a very modest increase of 0.8 percent, or less than 0.1 percent annually.

The population growth pattern of the 1960's changed significantly in the 1970's. The CMPU lost 17,279 persons in the 1970-1975 period, a decline of 3.0 percent. This translates into an average annual rate of -0.6 percent. From 1975-1978, the population of the CMPU declined by 10,000--a 1.8 percent decline at an average annual rate of -0.6 percent. The population of the EPU also declined. From 1970-1975, it lost 2.5 percent of its total population (-6,987) at an average annual rate of -0.5 percent. From 1975-1978, the EPU is estimated to have lost an additional 7,300 persons, or -2.7 percent, at an average annual rate of -0.9 percent. The annual rates suggest that while the CMPU population decrease may be stabilizing or moderating, the EPU population decline may be accelerating. The WPU continues to experience significant levels of population growth, but at more moderate levels than in the 1960's. From 1970-1975, the population in the WPU increased by 31,075 or 21.7 percent, with an average annual growth rate of 4.6 percent. This annual growth rate fell to 2.0 percent during the 1975-1978 period when the population grew by 10,300 or 5.9 percent.

In addition to overall changes in the population of the Planning Area, changes have occurred in the average household size which account, in part, for the changes in population. In 1970, the Planning Area had 961,444 residents living in 343,787 households. In 1978, while the population declined by 5,999 (-0.6 percent) to 955,445, the total number of households increased by 34,884, or 10.1 percent, to 378,671.

From 1970-1978, the number of households in the CMPU increased from 218,577 to 223,496 (2.3 percent), while the household population declined from 548,966 to 515,677 (-6.1 percent). Similarly, in the EPU, the number of households increased by 8,903 (10.1 percent), from 88,030 to 96,933 between 1970 to 1978; while the population in households declined from 270,548 to 256,776, a decline of 13,772 (-5.1 percent). The WPU had increases during the 1970-1978 period in both household population and in the number of households, although households increased proportionately more than household population. The number of households increased from 37,180 to 58,242 (56.6 percent), while household population increased from 141,930 to 182,992 (28.9 percent). These household trends mean that average household sizes - average number of persons per household - have declined significantly over the 1970-1978 period. The average household size in the Planning Area in 1970 was 2.80 persons per household, dropping 10.0 percent to 2.52 persons per household by 1978.

According to the High Series Population Projections for Alameda County, prepared in 1979 by the Alameda County Planning Department, the total population for the Planning Area, is projected to increase from

1,000,600 in 1975 to 1,088,900 in 2000, 8.8 percent in twenty-five years. However, the pattern of projected change in population varies among the three planning units.

In the CMPU, a population loss of 13,800 (-2.5 percent) is projected, from an estimated 558,500 in 1975 to 544,700 in the year 2000. The pattern of projected population change shows a gradual decline from 1975-1990, followed by a gradual increase in population in the 1990-2000 decade. The greatest decline in population occurs in the 1975-1980 period, consistent with the 1970-1978 trend. The projected loss of population may be attributed to two sources -- net natural decrease and net out-migration. During the 1970-1975 pre-projection period, the CMPU experienced heavy net out-migration similar to other central city areas. The net natural decrease is the result of a combination of an aging population and of generally declining fertility rates for women of childbearing age coupled with smaller cohorts of women aged 15-29.

Over the 25-year period from 1975-2000, the EPU is projected to lose 18,700 persons, a -7.0 percent change, from an estimated 267,800 in 1975 to 249,100 in the year

2000. The pattern of population change is one of continued decline. Net natural decrease is the most important factor contributing to the decrease in total population. Declining numbers of women in the childbearing age groups are producing fewer children over time, while more persons are projected for the older age groups which are subject to lower survival rates than are the younger age groups. Net out-migration is assumed for 1975-1985, with net in-migration assumed after 1990.

In the WPU, the population is projected to increase by 120,800, or 69.3 percent, from 174,300 in 1975 to 295,100 by the year 2000. The WPU is projected to continue to be the primary population growth area in the Planning Area, with a major reason for this projected growth being the positive net migration assumed throughout the projection period. However, this flow of net in-migrants is assumed to be heaviest in the 1975-1990 period and to slow after 1990.

Table 1 presents a summary of the projected population change from 1975-2000 for the three planning units and the Planning Area, including both the High and Low Series for comparison purposes.

Table 1
PROJECTIONS OF TOTAL POPULATION FOR THE PLANNING AREA
INCLUDING THE CENTRAL METROPOLITAN, EDEN,
AND WASHINGTON PLANNING UNITS
1975 - 2000

<u>High Series</u>				
<u>Year</u>	<u>Planning Area</u>	<u>CMPU</u>	<u>EPU</u>	<u>WPU</u>
1975	1,000,600	558,500	267,800	174,300
1980	1,003,500	543,300	260,700	199,500
1985	1,029,400	540,900	259,000	229,500
1990	1,056,800	540,600	258,100	258,100
1995	1,077,900	542,600	255,200	280,100
2000	1,088,900	544,700	249,100	295,100

<u>Low Series</u>				
<u>Year</u>	<u>Planning Area</u>	<u>CMPU</u>	<u>EPU</u>	<u>WPU</u>
1975	1,000,600	558,500	267,800	174,300
1980	999,500	541,300	259,700	198,500
1985	1,014,300	533,200	256,900	224,200
1990	1,023,200	527,300	251,800	244,100
1995	1,022,300	518,500	242,400	261,400
2000	1,012,600	510,000	229,900	272,700

C. Economic Characteristics

The economy of the Planning Area, like that of the entire County, is both diverse and complex, and has become increasingly integrated into the economy of the entire Bay Region in the last two decades. The Planning Area is an important center of manufacturing, transportation, wholesale trade, education and military establishments. Major industries include food processing, non-electrical machinery, fabricated metal products, transportation equipment, chemicals and allied products, and primary metals. Several permanent government military installations contribute substantially to the area's economy, including the Alameda Naval Air Station which has the world's largest aircraft overhaul and repair facility, and the Oakland Army Base. Another important contributor to the economy is the University of California at Berkeley.

The pattern of industrial location within the Planning Area has closely paralleled national trends where industry has generally been moving from central city locations to less urban and suburban areas. Among the many reasons for this trend, the major one is the need for relatively large parcels of land to accommodate modern production methods and permit future expansion. While vacant industrial land is relatively scarce in the CMPU, the EPU and WPU have extensive amounts of industrial land available. Estimates of available vacant

industrial land are shown in Table 2. The trend in recent years of a number of firms leaving the CMPU for other locations has been offset to some extent by other firms moving into the area, attracted in part by the strategic location and excellent transportation facilities, including the Port of Oakland, of the CMPU. Future industrial development in the CMPU will likely necessitate rehabilitation or redevelopment of existing structures and industrial areas, as well as resolving some of the land use conflicts that exist with adjacent areas.

The EPU, and to an even greater extent, the WPU, both have large amounts of vacant industrial land. Most of the recent industrial development activity has been in the EPU, with a lesser amount in the WPU. As land for expansion of the high technology industries in Santa Clara County becomes increasingly scarce, it is quite possible that these industries will seek locations in the southern portion of the Planning Area.

The economy of Alameda County has significantly expanded over the past decade in terms of employment, keeping pace with the growth of the labor force, and has grown much more rapidly than the population of the County. Though at present it appears that there is a numerical balance between the labor force and employment in the County, the correspondence between the labor force and employment is imperfect in at least two ways. First, there is a mismatch of the type of employment available within the County and the skills and training of the labor force, due in large part to the structural transition which the economy of the County has been undergoing, from one dominated by manufacturing and wholesaling to one dominated by government and service employment. The result, particularly in the northern part of the Planning Area, is that the available job opportunities require skills and training that a large portion of the population does not have.

A second imperfection in the correspondence between employment and the labor force is the lack of residential-employment balance within the planning units. In the northern part of the Planning Area, there are many more jobs than there are people in the local labor force. In the southern part of the Planning Area, the situation is the opposite, with many more people in the labor force than there are jobs. The result is not only large scale commuting, but also fiscal problems and a lack of well-rounded local communities in terms of social characteristics and land uses.

Table 2
VACANT INDUSTRIAL LAND, 1979
(Acres)

<u>CMPU</u>		<u>475</u>
Berkeley	25	
Oakland	300	
Alameda	150	
<u>EPU</u>		<u>1735</u>
San Leandro	35	
Hayward*	1700	
<u>WPU</u>		<u>7050</u>
Fremont	5000	
Newark	1300	
Union City	750	

PLANNING AREA TOTAL 9260

*Includes 133 unincorporated acres.

SOURCE:
Commercial and Industrial Report, Alameda County Planning Department, February 19, 1980. Based on ABAG 1978 revised survey and the respective city planning departments' estimates.

D. Transportation

The Planning Area is served by an extensive and well developed transportation system, including major highways, rail, port and airport facilities, as well as local streets, rail rapid transit, and local and interurban buses. Major highways include Interstate Highways 80, 580 and 680, and State Highways 17, 24 and 13. The Planning Area is connected with San Mateo County by two bridges, the San Mateo-Hayward and the Dumbarton (currently being rebuilt), and with San Francisco by the San Francisco-Oakland Bay Bridge. The Planning Area is served by three railroads, Southern Pacific, Western Pacific and the Santa Fe, and numerous trucking firms, many of which have major terminal facilities located in the area. Passenger rail service is provided by AMTRAK.

The Port of Oakland, in addition to having the largest containership port on the west coast, also operates the Metropolitan Oakland International Airport, one of three air carrier airports in the Bay Area. In addition to Oakland, general aviation aircraft are accommodated at the Hayward Air Terminal, Fremont Airport and the Fremont Sky Sailing Airport. Military aircraft operate out of the Alameda Naval Air Station.

With the exception of Union City, which operates its own transit system, bus service in the Planning Area is provided by the Alameda-Contra Costa Transit District which runs local routes, express service and transbay service to San Francisco. Scheduled transit service is also provided by the Santa Clara County Transportation Agency between Santa Clara County and the Fremont BART station, by the San Mateo County Transit District (SamTrans) between San Mateo County and the Hayward BART station, and by Greyhound and Peerless Stage Lines. Inter-city rail transit service is provided by BART, which operates trains between Fremont and Richmond, Concord and Daly City through Oakland and San Francisco.

major plan issues

Each issue identified herein is a problem, question, or concern relating to the growth and future development of the Planning Area. These issues focus on the need for residential, commercial, industrial, public and open space land uses to provide housing; population-serving activities; and employment, education, and recreational opportunities. Environmental concerns, including safety from environmental hazards, have been identified in the Conservation, Seismic Safety, Safety, and Noise Elements of the Alameda County General Plan and in community plans and specific plans. This General Plan for the Central Metropolitan, Eden, and Washington Planning Units focuses on two environmental issues that are of specific concern to the Planning Area. The continuing County General Plan review process will consider all other environmental issues through a comprehensive review of the four environmental elements at a later date.

Many of the policies proposed in this document are derived from these major plan issues. The policies in Section V are put forth in order to guide the resolution of these problems and concerns affecting the Planning Area.

A. Population Change and Distribution

Population change and its distribution has become an increasingly controversial issue at all geographic levels--neighborhood, community, sub-county, county, and regional--depending on the consensus of opinion regarding the potential effects of population changes on existing residents and communities, including the fiscal and quality of life impacts. The growth and distribution of the Planning Area population, which is determined by such factors as demographic trends, governmental policies and environmental conditions, has several implications for land use planning. Demographic trends affect the size and composition of the population. Governmental policies regulating housing, land use, and the capacity of public service facilities can affect local migration patterns and population density. Environmental conditions may constrain the location and density of residential uses and may affect the quality and quantity of public services. In short, the growth or decline and the distribution of the population within the Planning Area is significant in that almost every social, economic, and physical planning issue now, and in the foreseeable future, has a population dimension.

In addition to changes in the size of the population throughout the Planning Area (described under Section II, "Description of the Planning Area"), the characteristics of the population have changed and continue to change. These changes, including declining average household sizes, increases in rates of household formation and increases in two-income households, were not anticipated by many public agencies and private companies. In many cases they have been poorly prepared to respond quickly to relatively rapid changes in demand for housing (especially moderately priced housing), educational services, sewage treatment plant capacity and other critical goods and services.

The ability and willingness to meet the needs of a changing population has also been affected by the fiscal constraints on local governments (Propositions 13 and 4) and recent high rates of inflation, including the high cost of borrowing money and inflation of property values. To the extent that population increases are perceived as placing a strain on existing public services which then result in increased costs to existing residents, some localities may be unwilling to accommodate additional residential growth unless it "pays its own way."

Major public and private policies, plans, programs and projects can have an important effect on the rate and distribution of population growth and on the socio-economic characteristics of the population in a community. Land use plans, growth management plans, the sizing of public improvements such as sewage treatment plants and roads, and the conversion of rental apartments to condominiums are some of the major factors affecting the distribution of population.

Portions of the Planning Area, the CMPU and the EPU, have recently experienced total population declines; yet total housing units and occupied housing units (households) have increased. As a consequence, a

locality may have new residential growth without overall increases in population. This localized residential growth can produce population increases in specific areas of the community that could affect the need for additional school facilities, other public facilities, and improvements; while other areas of the community may have excess capacity.

Another aspect of the population change issue is a reliance on population per se as an indicator of demand for public services. Where total population is declining yet the number of households is increasing, the use of population (through per capita measures) as an indication of expected future costs and revenues may be problematic.

B. Economic Conditions

The major economic issue facing the Planning Area is that despite a numerical balance between the labor force and employment, there remains the condition of chronic high rates of unemployment and/or underemployment among certain sectors of the labor force, particularly in some geographic areas. As the area's economy continues to change from one dominated by manufacturing and wholesaling to one dominated by government and service employment, the job skills of many area residents are not appropriate for many new jobs. This problem is especially pronounced among members of minority groups, particularly in the northern part of the Planning Area where the trend toward a service economy is strongest and, at the same time, the labor force contains a larger number of underskilled persons. Adding to the problem has been the relocation of firms, that employ relatively low or semi-skilled workers, from the older central cities to suburban areas. Private automobile use is often prohibitively expensive to these workers and public transit is less convenient in the suburban areas. Additionally, these workers frequently cannot afford to move their residences to these job locations.

C. Environmental Resources and Hazards

Of the many significant environmental concerns pertaining to the Planning Area, two issues stand out--the protection and management of hill area open space resources and the abatement of existing structural hazards.

The protection of grazing as the principal private open space use in the hill areas has become increasingly difficult. As the supply of flat land suitable and available for urban development diminishes, there is greater demand for hill area open space. Urban uses are generally incompatible with grazing; any large scale increases in hill area urban development will have sizeable impacts on land used for grazing. Residential development, even at very low densities, poses a number of problems, including trespassing; vandalism; running of stock; fire; illegal use of firearms; and the intrusion of domestic dogs, trail bikes, and off-road vehicles. The potential incompatibility of recreation activities with private land uses, such as grazing, and with the area's

natural resources is also an issue. Where recreation areas attract people to the vicinity of private grazing land, problems similar to those associated with urban development can result, particularly where intensive recreational activities are involved.

The productivity of grazing lands can be adversely affected by inappropriate rangeland management. Overgrazing, in particular, may result in deterioration of soil and vegetation conditions so as to reduce the carrying capacity of the land. Other effects are damage to or destruction of natural habitat areas, increased water runoff, soil erosion, and sedimentation of reservoirs and stream channels.

The susceptibility of most critical and high occupancy public facilities to seismic damage has been assessed by state and local agencies, and substantial abatement has been achieved. However, accurate identification of existing structural hazards in private development is very limited. An extensive number of older, privately owned buildings in the Planning Area have not been inspected to determine their susceptibility to earthquake damage. Many of these are large, multi-story residential and commercial structures located for the most part in the Central Metropolitan Planning Unit. While most local building codes allow the local building official to require abatement of existing safety hazards, there has been little aggressive hazard abatement due to local staffing and funding limitations and due to a lack of federal, state, or local programs to minimize possible social and economic impacts of abatement on private property owners and tenants. The more common method for upgrading the safety of buildings and facilities is to require necessary improvements when building permits are issued for additions and repairs. However, most local building codes call for compliance of existing as well as new construction with current codes only when work being done exceeds fifty percent of the value of the existing improvement.

Most local hazard abatement programs now rely most heavily on public information programs, to assist private property owners in identifying and correcting hazardous conditions. It remains an issue whether local abatement programs can or should be expanded, given local fiscal constraints and only minimal funding assistance available from state and federal governments.

D. Residential Uses and Areas

The problems and opportunities concerning residential uses in the Planning Area are quite broad in scope, ranging from overall housing availability to the quality of residential areas.

The availability of housing in the Planning Area at the present time and in the future has significant implications for area residents; neighborhoods; and commercial, industrial, and recreational interests. Housing availability is a function of its cost to the consumer and its location. The component costs of land, labor, materials, financing, public service/capital

improvements, and processing have all increased significantly over the last few years, resulting in the cost of all types of housing increasing more than the increase in personal incomes. With a diminishing supply in the Planning Area of large tracts of vacant land both available and suitable for residential development, small, scattered vacant or redevelopable sites (infill parcels) have become an important source of land for future development.

Infill, the development of vacant lands and underdeveloped parcels within urban areas, is a residential issue for two primary reasons: 1) it theoretically increases the availability of housing in urban areas and, therefore, preserves open space at the urban fringe, discouraging urban sprawl into rural or undeveloped areas; and 2) it may affect the character of existing neighborhoods within the Planning Area. While infill development takes advantage of existing public service infrastructure, including commitments to provide sufficient improvements, and is often accessible to employment locations, it inevitably changes the character of neighborhoods, increasing the overall housing density and reducing open space.

The desire of residents to preserve the existing character of their neighborhoods as infill development occurs tends to become an issue in areas where there is significant disparity between existing residential density (units per acre) and existing zoning; where changes in density and dwelling type are under consideration for areas predominantly homogeneous in dwelling scale, style, or type; and where rapid growth is occurring. Balancing neighborhood interests with interests of the community as a whole becomes a difficult task.

The actual or potential deterioration of housing and residential environments is another aspect of the issue of preserving neighborhood character. While older homes in good condition may contribute to the attractiveness of a neighborhood, dilapidated housing contributes to a deterioration of the residential environment. Unacceptable change in the character of the residential environment can also result from changes in land uses, housing densities, structural types, or changes in transportation or other public facilities and services.

Facilitating the development of higher density residential uses, from more single family homes per acre to multi-story apartment structures, in order to meet present and future demand for affordable housing, is another issue. This includes flexible land use regulations to accommodate land efficient site plans and to permit mixing of residential with commercial and other uses where appropriate. Appropriate locations for higher density residential uses need to be determined. The potential for mixing market-rate and subsidized housing units needs to continue to be explored as well.

A balance in the supply of rental and sale housing in the Planning Area is also an important issue. While some communities are concerned about increasing the proportion of homeowners or maintaining a

predominantly owner-occupied housing supply, others are alarmed at a decline in the number and/or proportion of rental multi-family units resulting from the conversion of existing multi-family rentals to condominium ownership or to the construction of new multi-family condominiums rather than rental apartments. Some areas may also have a larger proportion of single family rentals due to real estate speculation.

Although there is a continuing need to meet the special housing needs of particular groups such as the elderly, low-income families, former prison or institutional inmates, and the physically or mentally disabled, the siting of special group housing in or near established residential neighborhoods is a controversial issue. While residential neighborhoods may afford these groups an opportunity to adjust, readjust, or be part of a stable residential environment, present residents may fear that such special residential developments will be detrimental to their neighborhoods.

Promoting energy conservation in both existing and new residential developments in a cost-effective manner is a local as well as a regional, state and federal concern. Energy conservation can be achieved through compact land development patterns that minimize trip lengths, use of energy conserving building design, and other means as they are developed.

E. Commercial Uses and Areas

The viability of commercial uses in the Planning Area is important to both the fiscal health of local governments and to the quality of life in urban environments. Commercial areas provide population-serving activities and employment opportunities and are a source of revenues, chiefly sales and property taxes, to the County, cities, and special districts.

Based on a comparison of per capita retail sales in Alameda County with other neighboring counties, there is a strong evidence to suggest that County residents purchase a higher than average proportion of their goods and services outside of the County. This leakage means not only a loss of local sales tax revenue but also a loss of retail sales and employment.

Many older commercial areas in the Planning Area have experienced a decline (loss of sales, and physical/functional obsolescence of sites and buildings) in conjunction with the development of regional shopping centers. As shopping centers have to a large extent replaced the central business districts as the major foci of retail activity, downtown commercial areas have experienced high vacancy rates, marginal uses moving in to take advantage of the low rents, and a general decline in the upkeep and character of the areas.

Extensive strip commercial development, lining many of the major arterial streets in the Planning Area, is frequently of low intensity, unattractive, and uncoordinated. Insufficient off-street parking creates interference to arterial traffic flow, as autos park or

leave the curb. Commercial uses, pedestrian-oriented and auto-oriented, are often inadequately positioned; and commercial development is generally not best suited for pedestrian shopping due to the long distances between stores and the difficulty in crossing major arterials. Commercial uses can also intrude into neighboring residential areas if not properly contained. Excessive, glaring, competing signs are common to many strip commercial areas, detracting from their appearance as do buildings that have little, if any, relation to one another.

The fact that major commercial developments have the potential for generating substantial tax revenue for local governments can be important in determining their location. However, since shoppers do not purchase goods and services exclusively within the city in which they live, the tax benefits of their buying may benefit a city and county other than the one in which they reside. Although this is balanced to some extent by residents from outside of the city (or county) purchasing goods and services in other communities, the tax benefits are rarely equalized among the communities in an area, resulting in one community benefiting often at the expense of another.

F. Industrial Uses and Areas

Issues regarding industrial uses and areas address the existing concerns of land use conflicts between industrial and residential activities in an area, circulation problems, obsolete sites and facilities, and the possible oversupply of vacant industrial land.

In many older industrial areas in the Planning Area (such as parts of Oakland, Berkeley, Emeryville, San Leandro, Hayward, and unincorporated areas) industrial uses are often inadequately separated from other (primarily residential) uses, creating problems for both industry and residents. The problems for industry include: 1) Higher insurance costs due to increased vandalism and liability concerns; 2) Inability to acquire residential properties for expansion; 3) Inadequate parking for trucks and employees and associated traffic problems; and 4) Noise complaints from residents. Problems for residents include: 1) Noise from industrial operations; 2) Traffic, both truck and employee; 3) Inadequate buffering or screening of industrial uses, creating an unattractive environment; and 4) Threat of industrial expansion and the subsequent loss of moderate cost housing.

Circulation problems resulting from traffic generated by industrial activities is another problem. Traffic congestion, which principally occurs at peak hours, results in wasted time, wasted energy, and excess air pollution. Noise produced by trucks is primarily a problem at night where truck traffic flows through or adjacent to residential neighborhoods. Parking is often a problem as well, both for employees and for trucks.

Many of the existing industrial facilities and sites, particularly in the Central Metropolitan Planning Unit,

are inadequate to meet current major industrial needs. Many firms have chosen to locate elsewhere, where expansive, single-story facilities are available, rather than use the primarily multi-story structures in the older industrial areas. Existing firms desiring to expand their facilities may also relocate if expansion at their present sites is extremely difficult. Although some of the existing buildings may be used by new industrial firms, many of them can be adapted or converted to other suitable uses. As the cost of new construction rapidly increases and demand for central locations increases in response to increasing energy costs, rehabilitation of existing structures becomes more economically feasible.

As the supply of land in the Planning Area available for residential development becomes increasingly scarce, pressure from the private sector is being exerted for the development of housing on land designated for industrial development in local general plans. This pressure has been particularly strong where there is a relatively large amount of industrial land and little vacant residential land. What may currently appear to be an excessive amount of industrial land relative to residential land may, or may not, be a prudent and appropriate amount to preserve for future industrial development.

G. Public Services and Facilities

The provision of public services and facilities is a major responsibility of local general purpose governments and special districts. Considerable uncertainty regarding the ability of these local governments to provide basic services to support industrial, commercial, and residential development has developed as a result of economic inflation, Proposition 13 (Jarvis-Gann Initiative), and Proposition 4 (Gann Initiative). Both the quantity and quality of services is being affected by these Constitutional Amendments which constrain local property tax revenues and local governments' ability to spend various types of revenue, affecting both new and existing development. Revenues generated by new development are likely to be insufficient to meet local service costs due to Proposition 13 (Jarvis-Gann). Where revenues generated by a new development such as a shopping center could be adequate to provide the necessary services, Proposition 4 (Gann Initiative) limits the amount of money that the local government can appropriate from major revenue sources. Since general obligation bonds can no longer be issued by local governments, new methods of financing capital improvements will have to be used if the quality of the community is to be maintained or improved and if new residential development is to occur.

Given the fiscal constraints on local governments, a related cost issue is the responsibility of existing and new development to meet the changing costs of providing public services. Many communities originally developed their service infrastructure through long-term general obligation bonds backed by property taxes paid by the entire community. In more recent years, a greater proportion of the costs of providing capital improvements has been levied on the developer and

subsequently on new residents (through the price of the new homes). The limitations of Proposition 13 (Jarvis-Gann) ensure that little new residential development will be able to generate revenues sufficient to completely pay for the costs (both capital and operating) of government services over time without adding substantial "development fees" per housing unit. One response to this dilemma has been the assignment of certain substantial public service responsibilities (financial and/or managerial) to private property owners' associations. While it may meet local pay-your-own-way objectives for new developments, assigning these responsibilities to these groups may not be practical or cost-effective in the long run. In some cases, the private associations/homeowners' groups have not been successful in managing their private streets, sewage treatment plants, and other major facilities, and have then asked local government to take on the responsibility.

The fragmentation of local government created by a multiplicity of agencies, both general purpose and single-/special purpose governments, raises questions regarding governmental efficiency. The provision of some services and facilities to the cities and unincorporated areas by numerous districts and departments often contributes to diseconomies of scale and creates an on-going need for coordination between local agencies with land use control and planning authority and the agencies responsible for directly providing the services to support development. The Alameda County Local Agency Formation Commission (LAFCo) has proposed the ultimate dissolution of several (but not all) special districts in the EPU and WPU, upon incorporation of their service areas, with their services to be assumed by the cities consistent with adopted LAFCo policy to promote urbanization within cities. The affected special districts are generally opposed to their dissolution and maintain that their residents are more efficiently served with the existing network of single purpose agencies.

The provision of municipal type services such as animal control, building inspection, road maintenance, police protection, planning, and administration to urbanized unincorporated areas in the Planning Area is an issue. These and other services, which are usually undertaken and financed by cities upon annexation or incorporation, are currently provided by the County from General Fund revenues. This represents an additional cost to the County and an equity problem in that the services are not generally available to all County residents though they all contribute through property taxes. Cities at present have little fiscal incentive to annex unincorporated areas with substantial service needs but may have other reasons to annex developed areas such as the creation of logical boundaries to end confusion over who provides services, to make the provision of services more efficient, and to have control over land uses.

State and federal agencies are taking an increasing role in defining local utility service capabilities and requirements by establishing air and water quality standards and funding major portions of pollution control facilities.

The Environmental Protection Agency and the State Water Resources Control Board, using population projections developed by the Federal Bureau of Economic Analysis, the State Department of Finance, or by ABAG to determine the desired capacity of sewage treatment plants, are affecting local growth patterns by limiting the size of necessary facilities to support urban development for the purpose of meeting the established air and water quality standards.

Planning for public school facilities to meet expected levels of school enrollment is an ongoing issue. Within the Planning Area there are area-specific imbalances between classroom capacity and student populations, as some portions of a community may be growing while other portions may be declining in student population. The concern becomes whether to build new schools in expanding areas or to bus students long distances to underutilized schools. Recent enrollment declines in some areas have created "surplus" public school facilities; appropriate short and long-term uses of these surplus sites need to be determined.

H. Transportation and Circulation

An adequate system of transportation facilities and services is essential to the economic well-being of the Planning Area and of the region. The development and operation of such a system requires consideration and, to the extent possible, resolution of a number of policy issues.

The need to sustain or increase funding for the improvement, operation, and maintenance of the transportation systems in a period of diminishing (real) revenues is a major issue. Transportation systems are currently funded from a variety of sources including user fees; tolls; and taxes on property, gasoline, and retail sales. State and federal gasoline taxes, the principal source of funding for street and highway improvements, have not increased at the same rate as costs due to the fact that these are fixed rate (cents per gallon) rather than percentage rate taxes. Similarly, transportation user fees have generally not kept pace with system costs. Some funding for area streets and highways is available from the Federal Highway Administration, but a major concern is the maintenance of local streets. With the fiscal limitations on local governments and the high cost of road maintenance, deferred maintenance on existing facilities may lead to serious deterioration and costly repairs in the near future.

The extent to which transportation systems and facilities should be modified in order to accommodate the special travel needs of specific population groups such as the elderly, disabled persons, and low-income households is another issue. To many of these people, public transit is the only transportation option available, although costs, location of routes and facilities, concerns with personal safety, and design barriers may limit this mode as a means of travel. Only recently have the access problems and needs of these affected persons been addressed, resulting in retrofitting of existing facilities and improved design of new transportation facilities and services.

Personal safety, particularly of women and the elderly, is a related issue. Persons who use public transit during off-peak hours are often subject to an increased risk of crime, particularly when compared to the high level of personal safety (in relation to crime) afforded by the private automobile.

The extent to which congestion can be minimized in light of funding constraints and other social, economic, and environmental objectives is another issue. Congestion is expected to remain a problem in most systems given growing travel demand resulting from growth in the regional population and from significant changes in the character of the population (e.g., labor force participation rates); reduced availability and/or increased costs of energy; and diminishing public and private funding available to meet increasing costs for maintenance, operation, and expansion of the region's complex, multi-modal transportation network. Rather than relying solely on building new facilities or physically expanding existing ones to accommodate increased travel demand, other alternatives, particularly ones that reduce congestion during peak use periods, are being discussed and implemented by local and regional agencies.

The development and use of transportation systems involves a variety of adverse effects on the environment, most notably air and noise pollution. Currently the Bay Area is not meeting either federal or state air quality standards, although air quality in the region has been improving since 1965 when a number of controls were first applied. To achieve compliance, a federally mandated implementation plan has been produced by ABAG. The Environmental Management Plan outlines steps to be taken to comply with these air quality standards including measures to reduce congestion, improve system efficiency, and reduce transportation costs. This implementation plan also calls for mandatory inspection of vehicle emission control devices and for continued reduction in the rates of automobile emissions. Mandatory inspection of vehicles is a highly controversial issue in the State. And concerning reduction in emission rates, a related issue is whether California air quality standards should remain more stringent than the Federal standards. Efforts are underway in the Legislature to relax the standards for California.

Minimizing the adverse effects of transportation noise and assigning responsibilities and costs for reducing it among system operators and users, property owners in noise impacted areas, and the public in general, is an important aspect of the environmental impacts of transportation systems. Strategies for minimizing adverse noise impacts are several with the appropriateness of each depending upon local conditions. These strategies include: measures to control noise at the source; use of noise barriers between sources and noise sensitive areas; restrictions on the use of transportation facilities; design, including retrofitting of structures to insulate interior spaces from exterior noise; and physical separation of noise sources from noise sensitive uses including land use regulations.

Associated with these measures are a number of costs which fall, to a greater or lesser degree, on system operators, adjoining properties, and on the public in general. These include costs to the operator such as higher initial purchase costs and higher operating costs of vehicles, costs to adjoining properties in terms of reduced value and utility, and costs to the public to abate noise impacts from public and private transportation systems.

Given the sharply rising cost of fuel and the unpredictability of fuel supplies, the ability to meet current and future travel needs becomes an important issue over the short and long terms. The unavailability and/or high cost of fuel can significantly affect the transportation system as well as patterns of travel by reducing the number and length of automobile trips, creating time delays, and encouraging travelers to switch from low to high energy efficient vehicles and/or transportation modes. The increasing cost of gasoline will likely encourage many persons to seek a lower cost alternative to the private automobile; therefore, the capacities of other modes will need to be expanded.

I. Unincorporated Area

The several unincorporated urban communities and areas (Castro Valley, San Lorenzo, Ashland, Cherryland and unincorporated Hayward area) share many of the same problems and are confronted with many of the same development issues as other urban communities in the Planning Area:

- The population has undergone significant change since World War II, first increasing significantly with an influx of families with children and, more recently, declining steadily as these families have matured with families with children moving out of the area, and one and two person households moving in. Facilities - housing, public services and facilities in particular - developed to serve one population group are no longer fully adequate to the needs of the current population.
- There is very little easily developed vacant land remaining, even though there is a growing demand for housing, employment and shopping areas. Consequently there is pressure for new development to occur through extension of residential uses and associated commercial and service uses, into the adjoining hill area, impacting environmental resources and levels and costs of services. Another remaining area for development is "infill" on scattered vacant and underutilized sites within existing neighborhoods, with impacts on the quality of these urban environments. Pressure may be expected to remain for both types of development.
- Levels of public service are inadequate in many areas, but only very limited funds are available for development of new facilities and services and for the maintenance and operation of existing facilities and services.

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- The quality of many older residential and commercial areas is deteriorating. Somewhat unique to many of the unincorporated areas has been an historical pattern of development from extensive estates divided (in the 1920's) into one to two acre "Agricultural" lots, to the current patchwork of large lots intermixed with small subdivisions, with a very heterogeneous mix of single family, duplex, triplex and larger multi-family residences. Many of the older residences, and many of the more recently constructed duplex, triplex, and fourplex structures, were minimally constructed in the first place and are now inadequately maintained. Sidewalks, curbs and gutters are lacking in many areas, as are adequate public park and recreation facilities. Commercial areas contain a mix of incompatible uses, often interspersed with residences, sited for the most part along major arterials. Levels of maintenance (and of building quality) vary considerably from area to area, although most commercial areas share problems of inadequate off-street parking and incompatibilities between local/shopping traffic and through traffic.
 - There is a local imbalance between housing and job and shopping opportunities. Most residents commute to employment outside their community, and to major shopping districts and areas to make major purchases.

One of the major issues confronting the unincorporated communities and areas concerns their unincorporated status and, related to this, net cost to the County for providing services. Most urban services - fire, water supply, sewer service, parks and recreation - are provided by special districts. Other urban, or "municipal type" services, including planning, building inspection, police protection and animal control, are provided by the County; these services are not available to incorporated areas. Because the costs to the County of providing these municipal type services exceed revenues - from the property tax, sales and related taxes, and fees - there is a growing pressure for the unincorporated areas to annex to an existing city, or incorporate.

goals for the planning area

1. To provide a variety of residential, employment, recreational, cultural, and educational opportunities for existing and future households and individuals of all age, income, and ethnic/racial groups.
2. To preserve and create attractive, safe, residential neighborhoods.
3. To promote the health, safety, and welfare of the population through the provision of public services and facilities.
4. To provide for the safe, expeditious, and efficient movement of people and goods within the Central Metropolitan, Eden, and Washington Planning Units and between this Planning Area and the San Francisco Bay Region.
5. To provide for the retail and service needs of area residents, employees, and businesses.
6. To promote the development and maintenance of industrial uses and areas.
7. To promote efficiency in local government, in general, and in Alameda County government operations in particular.
8. To conserve energy and natural resources within the Planning Area through their judicious use at present and/or their preservation for future generations.
9. To ensure that sufficient open space is conserved to provide for short and long term needs.
10. To protect and enhance scenic routes and areas within the Planning Area.
11. To prevent or reduce the exposure of citizens to natural or man-made environmental hazards.
12. To minimize damage to property resulting from environmental hazards, including natural disasters.

findings and policies

Findings and policies are proposed for incorporated and unincorporated areas throughout the Planning Area, in Sections A through H. Findings and policies that are specifically applicable to the unincorporated areas and communities are presented in Section I. For the unincorporated community of Castro Valley, policies in this document are supplemented by the 1978 Castro Valley Plan policies which are included herein by reference and not repeated explicitly within this document.

The major Plan issues summarized in Section III, the comprehensive goals proposed in Section IV of this plan, and the findings herein provide the basis for the development of the policy statements. The objectives provide a policy framework by outlining the directions the County and other agencies should take to further accomplishment of the goals. The principles propose the manner in which objectives are achieved, and the implementation recommendations propose some of the actions for carrying out the principles. Following each implementation recommendation is a preliminary identification of those public agencies and other organizations (shown in parentheses) most likely to be responsible for taking the proposed action, recognizing also the role of the private sector. Other agencies and private organizations and individuals not specifically stated herein may also play major roles in implementing the proposed policies over the short and long terms.

A. Population Change and Distribution

1. Population Findings

- a. During the 1960's, the population in the Planning Area increased by 13.1 percent; but during the 1970's this population growth declined to a 0.69 percent increase from 1970-1975 and a 0.70 percent decrease for 1975-1978. Thus, the population growth pattern of the 1960's changes greatly in the 1970's.
 - 1) For the 1960-1970 decade, all of the planning units experienced population increases.
 - 2) It is estimated that during the 1970's, both the Central Metropolitan and Eden Planning Units have experienced population decreases. The annual rates suggest that while the CMPU population decrease may be stabilizing, the EPU population decline may be accelerating.
 - 3) During the 1970's, the Washington Planning Unit continues to experience significant levels of positive population growth but at a more moderate pace than in the 1960's.
- b. Between April 1, 1970, and January 1, 1975, the largest population age group in the Planning Area shifted from the 0-19 year olds to the 20-39 year olds.
- c. There is a wide variation in the age structure of the 1975 estimated planning unit populations. For example, the 0-19 year olds comprise 41.1 percent of the total population in the WPU but only 29.3 percent of the total population in the CMPU.
- d. The number of households in the Planning Area has been increasing since 1970, while the population in households has been declining. As a result, average household sizes have declined significantly, from 2.80 to 2.52 persons per household on January 1, 1978.
- e. The Planning Area had more persons who moved their residence out of the area than into the area during the 1970-1975 period.
 - 1) The CMPU and EPU experienced net out-migration, while the WPU experienced net in-migration. The net in-migration was not large enough to offset the net out-migration in the Planning Area, however,
 - 2) The migration distribution patterns of the CMPU and EPU are characteristic of older urban areas, while the WPU pattern is more characteristic of suburban areas.
- f. The overall fertility trend for the period 1970-1975 is one of declining fertility for all women of childbearing age (15-44) in each planning unit.
- g. Alameda County's overall survival trend in recent years is one of declining death rates (number of deaths per 1,000 population) for the total population. (However, specific age groups in local areas within the County may be experiencing greater death rates.)
- h. Between 1970 and 1976, total resident deaths in Alameda County declined by 5 percent. Between 1970 and 1976, births to resident mothers declined by 19 percent. The pattern of natural increase in Alameda County fluctuates over the seven year period with an excess of births over deaths in each year.
- i. For the Planning Area, total population is projected to increase from 1,000,600 in 1975 to 1,088,900 in the year 2000, an 8.8 percent increase at an average annual rate of 0.3 percent.
- j. The population in the Planning Area is projected to undergo significant changes in the age structure, as the large cohort of children born in the post World War II period matures. The population cohort between ages 40 and 59 is projected to increase to 351,700 in 2000 (from 223,600 in 1975), while the number of persons age 0-19 declines to 273,500 in 2000 (from 314,300 in 1975). Thus, the number of persons under age 20 is projected to decline 13 percent while the 40-59 year olds are to increase by 57 percent.
- k. In each of the planning units, the average household size is projected to decline over each 5-year projection interval to the year 2000. By 2000, the CMPU is projected to have an average household size of 2.18 persons per household, the EPU will have 2.26, and the WPU will average 2.73.

2. Population Policies

OBJECTIVE 1: To determine and to anticipate the needs of a changing population for public goods and services.

Principle

1.1 A population research program is to be maintained.

Implementation

1.1.1 Produce timely and comprehensive population and household estimates and projections. (County Planning Department, ABAG, State Department of Finance)

1.1.2 Revise estimates and projections on a regular, periodic basis as new demographic and economic information become available and as local development policies and implementation programs change. (County Planning Department, ABAG, State Dept. of Finance)

1.1.3 Coordinate the development of regional and State population projections with locally-produced forecasts. (City/County Planning Departments, State Department of Finance)

OBJECTIVE 2: To respond to local and areawide demographic changes in the development of housing and the provision of other goods and services.

Principle

2.1 The development and redevelopment of residential, commercial, industrial, recreational open space, and institutional uses should be consistent with defined population needs over the short and long terms.

Implementation

2.1.1 Review, and revise where necessary, local, regional, and state policies, plans, and programs in consideration of significant demographic trends. (City/County Planning Departments, Public Works Agencies, Special Districts, ABAG, State Agencies)

2.1.2 Define priorities and coordinate activities for responding to local population needs. (City/County Planning Departments, Public Works Agencies, Special Districts)

2.2 The effects of local growth management plans and programs and the effects of major individual development projects on (a) the rate and distribution of areawide population and housing growth and (b) the social and economic welfare of the local and areawide populations should be assessed prior to the adoption of plans, the implementation of programs, and project approval.

2.2.1 Incorporate such assessments into the Environmental Impact Report process and include fiscal considerations. (City / County Planning Departments, LAFCo, Public Works Agencies)

2.3 Fiscal (cost-revenue) considerations should not be the sole determinant of development policy and will not be used to exclude future population in an area.

2.3.1 Investigate the social and environmental, as well as the fiscal impacts of population change in an area. (City/County Planning Departments)

B. Economic Conditions

1. Economic Findings

- a. Alameda County's wage and salary employment in 1977 was 453.5 thousand, making Alameda County the sixth largest in employment in the state. Alameda County was the fifth largest county in the state in population.
- b. Wage and salary employment increased 36.1 thousand persons or 8.7 percent from 1972 to 1977 in Alameda County.
- c. In the 1972-1977 period, Alameda County's employment grew five times more than its population during the same period. This was the first time in the last twenty years that Alameda County's employment grew more than its population.
- d. The largest employment sector in Alameda County in 1977 was government, which employed 113.6 thousand or 25.1 percent of all wage and salary employment. Manufacturing was the next largest sector, with 18.4 percent of all employment, followed by services, with 18.0 percent. Retail trade accounted for 16.2 percent of the wage and salary jobs in the County.
- e. Services and retail trade had the most significant growth over the past five years, reflecting a fifteen year trend. Services had 14.1 thousand more jobs in 1977 than in 1972, a 20.9 percent increase. The increase in retail trade was 15.0 percent of 9.4 thousand jobs.
- f. The North County had 76.3 percent of the jobs in the county and 60.2 percent of the population in 1970. South County had 19.1 percent of the jobs and 32.6 percent of the population in the same year.
- g. Between 1961 and 1970, North County employment continued to expand, growing 16.2 percent over the nine year period. The rate was well below the County rate of 29.0 percent and the South County rate of 105.0 percent.
- h. In 1970 there was a significant difference in the jobs per capita ratio in the North County and the South County. In North County the ratio was .540 jobs per person, while in the South County the ratio was .250. The County figure was .440.
- i. In the North County, government was the largest employer in 1970, accounting for 81.4 thousand or 23.4 percent of the jobs located in the area. In the Hayward area, services was the largest sector, providing 14.4 thousand jobs or 26.2 percent of the total. In the Fremont area, the largest employer, providing 10.0 thousand jobs or 31.3 percent of the total, was manufacturing. Wholesale and retail trade was the second largest sector in each of the areas.
- j. In 1970 the labor force in Alameda County stood at 467.1 thousand, an increase of 88.8 thousand or 23.5 percent over 1960.
- k. The growth in the labor force between 1960 and 1970 approximated the growth in the population, and the overall labor force participation rate remained nearly constant at 57.6 percent for the population fourteen years of age and older.
- l. While male labor force participation rates declined in the 1960's from 79.1 percent to 72.3 percent, female labor force participation rates increased from 37.3 percent to 40.9 percent. The female labor force accounted for 37.5 percent of the total labor force in 1970.
- m. The labor force overall was younger in 1970 than 1960, reflecting rapid increases in the younger age brackets, especially among females. The 35-44 age group and the 65 and older age groups were the only ones to decrease in size.
- n. From 1960 to 1970 employment kept pace with the growth in the labor force. According to U.S. Census data, the unemployment rate was the same in 1960 as 1970, 10.8 percent.
- o. Services, manufacturing, retail trade, and public administration—in that order—were the four largest industry categories of employed residents in 1970.
- p. While services was the largest category of employed residents in the Central Metropolitan Planning Unit in 1970, manufacturing was the largest category in the Eden and Washington Planning Units.
- q. Clerical and kindred workers was the largest occupational group among employed residents in the County in 1970. The clerical occupation accounted for 21.8 percent of all employed residents, followed in size by professional, technical, and kindred workers with 17.8 percent, and operatives with 14.0 percent.
- r. Clerical and kindred workers was the largest occupational group in each of the three planning units in 1970. In the Central Metropolitan Planning Unit, professional and technical workers and service workers were the second and third largest occupational categories. In the Eden and Washington Planning Units, craftsmen and operatives were the second and third largest occupational groups.

2. Economic Policies

OBJECTIVE 1: To achieve a balance between employment opportunities and the resident labor force.

Principle

- 1.1 To the extent possible, a balance at the level of the community or Planning Unit between employment opportunities and the resident labor force, in terms of both the number of jobs and job skills, should be achieved.

OBJECTIVE 2: To reduce high rates of chronic unemployment in certain sectors of the labor force.

Principle

- 2.1 Efforts to attract new and retain existing businesses and industries in the Planning Area, particularly those establishments which provide job opportunities suitable to chronically unemployed residents, should be encouraged.

- 2.2 Industry and business establishments should be encouraged to locate where they are accessible to areas of high chronic unemployment, so as to provide job opportunities to unemployed residents.

- 2.3 Accessibility to industrial and business areas should be improved, with priority given to public transit, paratransit, and other modes (carpool, vanpool, etc.) which will improve access for unemployed and underemployed residents.

Implementation

- 1.1.1 Develop plans and programs to coordinate distribution of business, commercial, and industrial uses throughout the Planning Area. (City/County Planning Departments, Economic Development Departments, Community Development Departments, Labor Unions, Private Business Interests)

Implementation

- 2.1.1 Establish effective communication between local governments and existing firms to help with any problems the firms may be encountering. (City Managers/County Administrative Officer, Economic Development Departments, Chambers of Commerce)
- 2.1.2 Undertake efforts to attract new businesses and industries to the Planning Area. (Economic Development Departments, Chambers of Commerce)
- 2.2.1 Provide economic or other incentives to firms willing to locate in areas of high chronic unemployment. (Economic Development Departments, Redevelopment Agencies, Chambers of Commerce)
- 2.3.1 Improve transit service to industrial and business areas. (AC Transit, Union City Flea bus service, BART, Metropolitan Transportation Commission)
- 2.3.2 Encourage alternative transit operations, both public and private, to service industrial areas. (City/County Planning Departments, Metropolitan Transportation Commission, CALTRANS, Business and Industry Representatives)
- 2.3.3 Study the licensing of jitney services to serve industrial areas. (City Managers/County Administrative Officer)

C. Environmental Resources and Hazards

1. Environmental Findings

a. Mineral Resources

- 1) Two major deposits of sand and gravel usable for aggregate are located in the Fremont area. The first generally corresponds to the Niles Cone and the second is located southwest of Mission San Jose. These contain an estimated 612 million tons of readily available material. Much of the resource has been covered by urban development, however, or lies in the path of urban growth.
- 2) Large tracts of sand are located in the Bay west of the mouth of the Oakland estuary. These deposits are generally considered low grade for industrial purposes.
- 3) Rock suitable for commercial use is found throughout the hill area and has been developed in many small local quarries to fill nearby demands.
- 4) The southern part of San Francisco Bay contains a reserve of oyster shells suitable for cement manufacture.
- 5) High quality clay is located on the Niles alluvial cone and is currently extracted for use in the manufacture of brick, sewer pipe, and roofing tiles.
- 6) There are no known reserves of oil or gas within the Planning Area; the prospects for development of geothermal energy are very limited.
- 7) Salt is recovered by evaporation of Bay water in large ponds created from marshlands along the Bay in Fremont and Hayward.

b. Water Resources:

- 1) Sizeable watersheds within and adjoining the Planning Area provide a limited portion of the local water supply. These lands also serve to protect the quality of imported water stored in local reservoirs. Watershed lands are highly susceptible to wildland fires due to the rugged terrain and heavily vegetated slopes.
- 2) Aquifers of the Niles cone are a major source of water supplied within the southern part of the planning area. Several aquifers have been degraded by salt water intrusion, and programs have been initiated to reverse this condition.

c. Biotic Resources:

- 1) San Francisco Bay is an essential resting place, feeding area and wintering ground for substantial numbers of birds on the Pacific Flyway. Many species of fish, as well as several species of marine and land mammals, are also supported by the

estuarine environment that includes marshlands, mudflats, salt ponds, upland areas and open water.

- 2) Salt marshes are major natural sources of organic material in the marine ecosystem and provide habitat for numbers of fish, waterbirds, and inland birds and mammals, including several rare and endangered species. The extent of marshlands bordering the Bay has been substantially reduced through diking and filling, such that only a small fraction of the original habitat remains.
- 3) Mudflats are essential to the Bay's ecology in that they draw foods from marshes and from open water and convert these into forms upon which many birds, fish and mammals feed.
- 4) Algae on the mudflats produce and expel oxygen into the water and air, serving as an important source of oxygen that water must have to support marine life and combat water pollution.
- 5) Bottom muds of the Bay support a number of oyster and clam species of potential commercial value.
- 6) Open waters of the Bay are habitat for a variety of bottom and marine anadromous fish, many of which have important commercial and recreational value.
- 7) Some low to moderate salinity salt ponds are used by a variety of waterbirds. Some salt ponds could be reverted to salt marsh if no longer required for salt production.
- 8) Hill area vegetation communities are habitat for a variety of mammals, reptiles, amphibians and birds, and therefore have potentially significant scientific and educational, as well as recreational and aesthetic values to the region.
- 9) Many hill area species utilize several habitat areas, or are dependent upon transitional areas between vegetation communities.
- 10) The endangered Alameda striped racer is found in the hill area, typically in areas of south-facing slopes and ravines where shrubs form a vegetative mosaic with oak trees and grasses.
- 11) While a number of animal species are tolerant of human activities, many, and especially predators, are highly sensitive to human disturbances.
- 12) Unless properly controlled, urban development can have significant adverse effects on hill area habitats, including direct destruction of plant communities, changes in hydrologic patterns resulting in excessive rates of runoff and erosion and sedimentation, disruption of groundwater, and degradation of air and water quality. Cultivated agriculture and grazing may also adversely affect habitat values.

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- 13) Almost all prime agricultural land in the Planning Area has been lost to urbanization. Prime lands that remain in agricultural use are located in the south County area - Fremont, Union City and Hayward. Much of these same lands are in the path of urban growth.
 - 14) Soils, available water, climate and proximity of markets have made agricultural lands in the Planning Area highly suited for unique or specialty crops. The prime agricultural land remaining in the Fremont and Union City area has the distinction of being one of the four areas in the State, and one of the few in the United States, where the even climate is highly favorable to cole and related crops and allows up to four crops a year of delicate products such as lettuce.
 - 15) Extensive portions of the hill area are suited for and are used for livestock production.
 - 16) The Bay, shoreline and hills are the major open space areas and, as such, the principal scenic resources of the Planning Area.
 - 17) A number of transportation routes within the Planning Area afford scenic nearby and/or outstanding distant views. Exceptional vistas of nearby natural areas and, in some areas, of the urbanized Bay plain, Bay and surrounding hills are available along a limited number of roads that extend through the hills, and from trails and vista points within existing regional parks.
 - 18) Portions of the hill area are developed or are proposed for development. The visual quality of development varies from location to location, but is least obtrusive where structures blend with natural landform and vegetation, and is most obtrusive where development has resulted in significant landform and vegetation alteration.
 - 19) Flat terrain limits the visual impact of the southern Bay and shoreline, as compared to the central Bay where the visual relationship is enhanced by steeper surrounding terrain and by highways that adjoin and bridges that cross the water.
 - 20) Smaller open space areas and scenic natural and man-made features are generally distributed throughout the urbanized area, providing relief from and focal points within the urban pattern.

d. Geologic Hazards:

- 1) The Hayward fault is a confirmed active fault system and has the potential for substantial horizontal and vertical displacement. Evidence of ongoing tectonic creep is also observed in the main fault. The Mission Fault is considered to be potentially active.
- 2) Surface rupture in the Hayward fault zone would result in serious damage or collapse to almost any building located directly on an active trace.
- 3) During a major earthquake associated with the Hayward, Calaveras or San Andreas Fault systems, the entire Planning Area would be strongly shaken. Shaking would be greater for areas underlain by thick, alluvial deposits than for areas underlain by bedrock and would probably be most severe in areas of young bay mud.
- 4) Most structures can feasibly be designed to withstand shaking forces anticipated in future earthquakes.
- 5) Ground failures, including soil liquefaction and related lurch cracking and lateral spreading, are most likely to occur in areas of high water tables and low density ground materials. There is a greater hazard of local liquefaction within marshland deposits, in deposits near water courses, and within certain fluvial and interfluvial deposits where there is the presence or possible presence of localized loose, lenticular sand deposits and a relatively high water table.
- 6) Except where major lateral movement can be expected, it is possible to improve sites and design structures and facilities to minimize the damaging effects of soil liquefaction.
- 7) Areas of potential inundation from tidal waves and seiches include marshlands, tidal flats, and former Bay margin lands that are near sea level. These areas may also be subject to flooding from major storms.
- 8) Localized landsliding has been experienced in all hill areas of the Planning Area.
- 9) The potential for damaging landslides can be increased by improper grading, removal of stabilizing vegetation, and by the effects of urban development, including watering, increased surface runoff, and percolation of sewage effluent from leach lines.
- 10) The majority of structures in the Planning Area would be subjected only to groundshaking during an earthquake, and the potential for damage and risk to life will vary according to the type of construction and type of occupancy.
- 11) Each local jurisdiction adopted earthquake bracing requirements into their building codes in the early 1950's, and structures built since then have been designed to comply with these provisions and subsequent amendments.

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- 12) Accurate identification of existing structural hazards within the Planning Area will require further extensive field investigations and detailed evaluation of potentially hazardous structures by qualified engineers and geologists.
 - 13) The relative potential for damage to structures not containing earthquake bracing is least in small, wood frame structures; greater in large area, multi-story wood frame structures; and greater still in unbraced steel, concrete and masonry structures. Perhaps the most significant hazard is presented by structures with unreinforced masonry walls and parapets.
 - 14) Damage to most residential structures would include damage to chimneys, falling furniture and appliances, broken glass, cracked and falling plaster and facing materials, and broken utility connections resulting in increased risk of fire.
 - 15) Smaller, one and two story wood frame commercial and industrial structures can be expected to show fair performance during earthquake shaking. However, of special concern are tilt-up concrete structures which may sustain moderate to severe damage where roof-to-wall connections are not sufficiently strong to resist earthquake forces.
 - 16) Industrial structures can present significant hazards to occupants due to possible falling of mechanical equipment and to possible release of toxic and flammable materials.
 - 17) Schools have been designed or rebuilt to meet State earthquake safety standards.
 - 18) Hospitals built since 1973, including major additions, have been designed and constructed to remain standing and functional following an earthquake. It is not known whether the same can be expected of major health facilities built prior to 1973, unless these have been inspected and, as required, retrofitted to comply with current State standards.
 - 19) The principal effects of a major earthquake on the street and highway system would include localized earth failures due to surface rupture, landsliding or subsidence, and damage to and possible collapse of highway bridge structures. The State Department of transportation is currently undertaking a program to improve the earthquake performance of highway structures.
 - 20) Bay Area Rapid Transit District tracks can be expected to be distorted by even a moderate earthquake, with potential for derailment of high speed trains. The District has developed and is implementing programs to minimize this hazard.
 - 21) The most serious damage to gas and electric transmission lines can be expected in areas subject to ground rupture and severe ground failure. Some lines have been designed to withstand displacement, and most gas lines are equipped with mechanisms to shut off flows given any significant change in gas pressure within sections of the system.
 - 22) Fault rupture, landsliding and major ground subsidence induced by shaking would be the direct causes of most water supply pipeline breaks. Many distribution lines crossing the Hayward fault have been designed to accommodate some displacement without damage, although it is not known whether the lines can sustain the significant displacement projected for the fault. Other systems have been designed to bypass lines damaged by fault displacement so as to minimize disruption of service.
 - 23) Several water storage facilities are located within the active zone of the Hayward fault. In the event of an earthquake along this system, these facilities would be susceptible to damage from surface rupture.
 - 24) Almost all sewage treatment facilities are located over materials subject to moderate to severe liquefaction and could therefore sustain moderate to severe damage to structures and mechanical equipment.
 - 25) Damage to drainage facilities during an earthquake could result in inundation of adjoining areas. The effect would be compounded if a damaging earthquake occurred during a major storm.
- e. Fire Hazards:**
- 1) The potential for especially destructive wildland fires is high throughout the hill area and is especially critical in areas which are developed or are undergoing development.
 - 2) Development which presents the greatest fire hazard and threat to life and property includes high occupancy structures, densely developed areas, and industrial uses which produce or store highly flammable or toxic materials.
 - 3) The danger of major and extensive fire damage is greatest in the event of a major earthquake.
- f. Flood Hazards:**
- 1) Flood hazards have been largely eliminated in urbanized areas through flood control projects, although portions of the area are subject to inundation from a 100 year flood.
 - 2) Increased runoff from new development can increase downstream flood hazards.
- g. Erosion Hazards:**
- 1) Significant increases in the rate of erosion can be induced by removal of natural vegetation and by changes in the patterns and rates of natural runoff.
 - 2) Hill area soils are most vulnerable to severe erosion.
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h. Air Quality Hazards:

- 1) Currently the Bay Area is not meeting Federal or State air quality standards, although air quality in the region has been improving since 1965.
- 2) The motor vehicle is the principle source of most pollutants. And while a growing proportion of vehicles will have tight emission controls, this may be offset by the steadily increasing number of cars.
- 3) As natural gas supplies become more limited, industry will be forced to burn more fuel oil and coal, fuels which produce a much higher level of air pollution than would be produced by burning the same amount of natural gas.

2. Environmental Policies

a. Environmental Resources

OBJECTIVE 1: To ensure effective preservation, protection and, as necessary, restoration of significant environmental resources, while providing for the social, economic and physical/developmental needs of the area's population.

Principle

1.1 Uses or development which will seriously impact or jeopardize resource values should be located away from areas of significant environmental resources.

1.2 Resource areas should be adequately managed in order to provide for maximum short and long term benefits.

Implementation

1.1.1 Assess resource values of areas within the Planning Area and evaluate the sensitivity of these to alternative levels and types of use and development. Use as a basis for general plan, zoning and more specific development decisions, in consideration of other social and economic objectives (City and County Planning Departments, State and Federal Environmental Agencies)

1.1.2 Pending detailed assessment of resource sensitivity and potential impacts, restrict major facilities development and urban and rural uses and supportive infrastructure development to sites within existing urban areas. (City and County Planning Departments, Public Works Departments)

1.1.3 Require environmental impact assessment of development or uses proposed in environmental resource areas. As appropriate, assess indirect impacts of development adjoining the areas. (City and County Planning and Public Works Departments)

1.2.1 Acquire for public management those environmental resource areas which are of critical countywide, regional, statewide, or national significance, including important wildlife habitat areas, watersheds and groundwater basins, and areas providing or having the potential to serve outdoor recreation needs. (Regional Park District, State and Federal Agencies)

1.2.2 Provide appropriate regulation of and/or economic, technical/informational and protection assistance to private uses determined to be compatible with resource values and/or resource development objectives (e.g. grazing and agricultural uses, mineral - sand and gravel, salt - extraction uses). (City and County Planning Departments, Conservation and Agricultural Agencies)

1.2.3 Coordinate public and private development and management programs to minimize adverse economic, environmental or operational conflicts. (City and County Planning Departments and Public Works Departments, Park Districts, Private Sector)

b. Environmental Hazards:

OBJECTIVE 1: To minimize risks, personal injury and loss of life associated with geologic, fire and flood hazards.

Principle

- 1.1 Areas of severe environmental hazards should be protected from land uses, facilities and activities which would aggravate existing hazards or which would subject citizens and property to unnecessary risk.
- 1.2 All existing and new development should be designed and constructed to minimize risks associated with geologic, fire and flood hazards.

Implementation

- 1.1.1 Undertake studies to identify areas of severe geologic, fire and flood hazards and evaluate hazards with respect to risk to alternative land uses. Develop standards and guidelines and use as the basis for general plan and zoning land use decisions, and more specific development decisions. (City and County Planning Departments)
- 1.1.2 Require environmental impact studies, including appropriate detailed investigations, for development proposed in areas of known or potential environmental hazards. (City and County Planning and Public Works Departments)

Geologic Hazards

- 1.2.1 Require geologic and/or soils and engineering investigations for development proposed in geologic hazards areas. Condition projects to follow report recommendations. (City and County Planning and Public Works Departments)
- 1.2.2 Require structures and facilities to be designed and constructed to meet seismic safety and related design requirements of the most recent Uniform Building Code, or more stringent requirements applicable to critical, essential or high occupancy facilities, or as indicated by site investigations. (City and County Public Works Departments)
- 1.2.3 Undertake studies and develop programs to minimize the risk of potential geologic disasters in areas where severe hazard is present and where human alteration to the environment has already occurred. (City and County Public Works Departments, State)
- 1.2.4 Pursue current programs or initiate new programs to identify and abate structural hazards, with priority given to the identification and abatement of hazards in critical, essential and high occupancy structures; in structures located within areas of severe geologic hazard; and in structures built prior to enactment of applicable local or state earthquake design standards. (City and County Public Works Departments)
- 1.2.6 Support regional or statewide programs which will assist local agencies in the identification of existing structural or site hazards in private

(1.2 cont.)

development and which will assist the public and private sectors in the abatement of these hazards. (City Councils, County Board of Supervisors, State Representatives)

- 1.2.7 Pursue or initiate programs to provide the public with information regarding geo-seismic and related structural hazards and appropriate measures to minimize risks of these. (City and County Planning and Public Works Departments, Offices of Emergency Services)

Wildland Fire Hazards

- 1.2.8 Require environmental impact reports be prepared for projects proposed within or adjoining areas of severe wildland fire hazard. Require projects to follow recommendations for minimizing risks. (City and County Planning and Public Works Departments)
- 1.2.9 Require all urban and rural development be provided with adequate water supply and fire protection facilities and services. (City and County Planning and Public Works Departments)
- 1.2.10 Develop and enforce fire safety standards and criteria (regarding vegetation types and management, building materials, street design, etc.) for development within or adjoining areas of severe wildland fire hazard. (Fire Protection Districts and City Fire Departments, City and County Public Works Departments)

Urban Fire Hazards

- 1.2.11 Require structures, features of structures, or activities determined to be hazardous in terms of fire potential to be brought into conformance with current applicable fire and safety standards. (City and County Public Works Departments)
- 1.2.12 Regulate the location of uses involving the manufacture, storage or use of hazardous materials; regulate hazardous materials transport. (City and County Planning Departments, State Department of Health)

Flood Hazards

- 1.2.13 Regulate the location and design of structures within flood hazard zones. (City and County Planning Departments Public Works Departments)
- 1.2.14 Assess potential impacts and, where necessary, require mitigation of projects resulting in major changes in surface water runoff rates and patterns. (City and County Planning and Public Works Departments)
- 1.2.15 Undertake flood control programs/projects where flooding is a significant hazard in existing, developed urban areas. (Alameda County Flood Control and Water Conservation)

D. Residential Uses and Areas

- a. The Planning Area had an estimated 398,743 housing units on January 1, 1978. Of these total units, the CMPU had 59.6 percent, the EPU had 25.3 percent, and 15.1 percent were in the WPU.
- b. The Planning Area is predominantly single family in residential character with 232,822 or 58.4 percent of all housing units in 1978 in one-unit structures.
 - 1) The CMPU is predominantly multiple family in character with 125,150 units (52.7 percent) in structures of two or more units, including 19.8 percent in two-to-four unit structures and 32.9 percent in structures of five or more units.
 - 2) The EPU and WPU had 71.6 percent and 79.8 percent, respectively, of their total housing units in single family structures.
- c. The 1970-1978 trend in the housing stock for the Planning Area indicates an increase of 11.9 percent, or 42,556 additional units, from 356,187 in April 1970 to 398,743 units by January 1978. Proportionately more units were added in multiple family structures (than in single family structures) with the largest percentage increase, 24.6 percent, occurring in the five or more unit structures. Single family units increased by 9.3 percent, a numerical increase of 19,734 net units.
 - 1) Net increases in total housing units were 4.0 percent in the CMPU, 12.7 percent in the EPU, and a substantial 57.8 percent in the WPU.
- d. The Planning Area is projected to have 404,800 total housing units in 1980 and 489,100 by the year 2000, an increase of 21 percent over the twenty-year period, based on demographic trends.
- e. The demand for owned housing, as indicated by projections of the prime home buying population, is likely to increase until 1985-1990 and then decline. Projections of households by age of head indicate that areawide there may be a lower demand for small rental units and a much higher demand for owned housing in the future.
- f. In 1975, the Planning Area had an average residential density of 10.4 housing units per net residential acre. The CMPU had 13.1, the EPU had 8.9, and the WPU had 6.5 dwelling units per acre.
- g. Many of the economic, social, legal, and physical environmental obstacles in the way of securing a housing inventory which would meet all housing needs in 1974-1975 are still present.
- h. A compact physical development pattern encourages a geographic balance of jobs and housing and avoids many of the adverse fiscal impacts of residential sprawl. Urban sprawl often requires more costly, strung-out public services, especially where the marginal costs of additional improvements are high.
- i. In several locations in the Planning Area, the mix of residential and industrial uses has been problematic for both.
- j. The siting of housing developments for groups with special housing needs (such as low income families, elderly, handicapped, and previously institutionalized persons) in or adjacent to established residential neighborhoods has generated controversy because of the characteristics of the specific population group or of the type of structure.
- k. In some instances, high density residential could be combined with other uses into multiple or mixed use development. These developments may provide needed housing, upgrade the physical quality of an area, promote the use of public transit, encourage development of under-utilized land, support existing land uses, and support environmental objectives.
- l. Much of the undeveloped, vacant land in hill areas is under pressure both to remain undeveloped as open space and to become developed with housing in the near future.
- m. The increasing cost of housing threatens local citizen and governmental objectives to provide decent housing at an affordable price. While many owners of existing homes have been able to benefit from the recent (1975-1978) inflation in home values by moving on to improved housing, others, such as the elderly and first home buyers, have had their housing opportunities severely limited.
 - 1) The cost components that go into the overall price of a new home have changed significantly since World War II. In short, the cost of land is playing an expanded role, compared to the cost of labor and materials. Land costs have risen faster than other cost components primarily because of a limited supply of planned developable land in many major U.S. metropolitan areas.
 - 2) Developers are frequently required to pay for public service and capital improvements formerly financed by the community as a whole, and these costs are typically passed along to the buyer of the new home.
 - 3) Cost of financing as a proportion of total costs has increased significantly since 1949, from 5% to 11% or more in 1979.
 - 4) In the San Francisco Area, construction costs for multi-family projects have recently been increasing more rapidly than costs for single family.

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- 5) Within the Bay Area, the cost of existing single family housing is the lowest in the East Bay (Alameda and Contra Costa Counties).
 - 6) The 1978 price index for homeownership in the San Francisco-Oakland SMSA of 245.4 was substantially higher than the index for residential rent of 177.3. Thus, residential rents have not risen as fast as the costs of homeownership.
 - 7) The high cost of constructing apartment units combined with market rents that have not kept pace with costs has contributed to a drop in construction of new multi-family units at both national and local levels.
 - 8) Since passage of Proposition 13, the actual governmental costs of planning, zoning, utility connections and land development have been more fully reflected in local permit fees. These costs for "front end" service fall on the builder/developer who passes them along to the new homeowner. To the extent that local general purpose governments and special districts can reduce fees and utility connection charges, the cost of new housing could be lowered slightly; but the fiscal problems confronting local governments and districts inhibit fee reductions.
 - 9) Some local general purpose governments and housing authorities have been able to reduce the cost of homeownership by issuing residential mortgage revenue bonds. These bonds are presently controversial, however, and not a general panacea for the high cost of housing problem; but these and other municipal bonds warrant further investigation.
- n. Many residents in the Planning Area are trying to preserve the existing character of their neighborhoods against infill development, which may threaten neighborhood character but responds to market pressures and to local development and housing policies.
- 1) Conservation of existing housing and neighborhoods is a common objective of local general plans (which includes Housing Elements) and Housing and Community Development programs. While housing conservation is usually accepted, concomitant public works improvements may change the character of the neighborhood. It is this change in character that existing residents find objectionable.
 - 2) The physical character of a neighborhood, its appearance and attributes, is determined by several factors: residential density, dwelling types, existing housing characteristics, and presence of other land uses including open space.
 - 3) Preservation of neighborhood character tends to become an issue in areas where there is significant disparity between existing residential density (units per acre) and zoning; where changes in density and dwelling type are under consideration for areas that are predominantly homogeneous in dwelling scale, style, or type; and where rapid change is occurring.
 - 4) The desire of existing neighborhoods to preserve the status quo may clash with the community planners' attempts to encourage energy efficient development patterns and housing for a variety of lifestyles and incomes in adjacent undeveloped areas.
 - 5) The high cost of urban land and the very recent popularity of the condominium form of ownership is encouraging the private sector to build attached units and multiples for sale. Such developments need not be inconsistent with preservation of neighborhood character if adequately designed to be harmonious in scale with existing residences.
 - 6) Local governments are often in the difficult position of balancing individual and neighborhood interests with the public interests of the community as a whole.
- o. Local governments in the San Francisco Bay Area and in Alameda County are concerned that conversion of rental units to condominiums has the potential to adversely affect the rental housing market. As a result, several jurisdictions have enacted ordinances to regulate the supply of condominium conversions.
- 1) Conversion activity in unincorporated Alameda County is small, relative to the volume of activity in the major cities, but increasing.
 - 2) There are several economic reasons for the recent surge in condominium conversions:
 - a) New construction has become so expensive that it often competes unfavorably on a price basis with conversions;
 - b) Apartments' owners may not be able to raise rents to keep up with rising costs;
 - c) Owners of rental apartments convert because a multi-unit development converted to condominiums often has a higher market value than the development has as a rental property;
 - d) The lending policies of financial institutions have also contributed to increased conversion activity;
 - e) Tax considerations may encourage owners of rental properties to convert; and
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- f) There is a demand for condominium conversion units based on the fact that they often complete the price gap between rental housing and single family detached housing.
- 3) The demand for condominium apartments is also being fueled by the increasing number of households entering the prime home buying age group of 25 through 34. Many of these young households, especially first home buyers, may not be able to afford purchase of a single family detached home but could afford to purchase a small condominium unit.
- 4) Condominium conversions may upset the rental supply-demand balance in the local housing market area given socio-economic conditions specific to the area such as low rental vacancies and a lack of new apartment construction.
- 5) Condominium conversions may produce the problem of tenant displacement, especially if tenants have low incomes, have inadequate financial resources to purchase, or have job or life status that does not permit a long-term commitment to ownership.
- 6) The local governing body may not disapprove a conversion proposal under the Subdivision Map Act unless it is violative of local ordinances. Furthermore, the community's general plan and/or specific plans must contain specific policies on airspace condominium conversions if these plans are to be used to disapprove conversion proposals. However, localities may develop specific condominium ordinances and use these to regulate or deny conversions.
- 7) Local studies are needed to determine which segments of the community in Alameda County are benefiting, as well as being adversely affected, by condominium conversions.

2. Residential Policies

OBJECTIVE 1: To ensure that sufficient housing opportunities are available throughout the Planning Area for households of varying socio-economic characteristics.

Principle

1.1 The availability of low and moderate cost housing should be maintained or improved.

Implementation

1.1.1 Investigate the use of tax-exempt municipal bonds and other financial techniques as methods to reduce the cost of rental and sale housing for low-moderate income households and to increase the supply of moderate cost units. (Local Community Development Departments, Housing Authorities, Redevelopment Agencies, Private Sector)

1.1.2 Explore the feasibility of incorporating non-market rate or subsidized housing units into new mixed or multiple use development projects. (City/County Planning Departments, Redevelopment Agencies, Private Sector)

1.1.3 Review governmental procedures in processing development applications, including interagency coordination, and revise where needed in order to prevent any unnecessary delays on the part of local agencies that would result in significant increases in housing costs to the consumer. (City/County Planning Departments and Public Works Agencies, Special Districts)

1.1.4 Review local "development fees" established to cover the costs of providing public services to new developments to determine whether these fees are, in effect, excluding the development of moderate income housing in an area. (City/-County Planning Departments)

1.1.5 Continue housing and community development programs to rehabilitate the housing stock and physically improve low and middle income neighborhoods. (City/County Planning and/or Community Development Departments)

1.1.6 Promote coordination between the cities and the County in defining and resolving housing problems. (City Councils, Board of Supervisors)

1.1.7 Investigate and encourage, where appropriate, alternate types of housing (e.g. mobile homes on permanent foundations, prefabricated housing, artists' living quarters in industrial and commercial areas, etc.) particularly where the supply of low and moderate income housing will be improved. (City and County Planning Departments, Private Sector)

1.2 The supply of rental housing should be maintained consistent with areawide needs for both rental and sale units.

1.2.1 Determine needs through consideration of local general plan findings and policies (which include Housing Elements), regional housing needs, and short and long-term trends in demographic and socio-economic factors

(1.2 cont.)

affecting residential uses. (City/County Planning Departments, Housing Authorities, ABAG)

1.2.2 Encourage the construction of new rental units and the conversion of large single family units into multiples where appropriate through local land use regulations. (City/ County Planning Departments)

1.2.3 Encourage the private sector to construct rental units through financial incentives where needed and when possible. (City/ County Planning and Community Development Departments, Redevelopment Agencies, Housing Authorities, Private Sector)

1.2.4 Regulate the conversion of rental apartments to condominiums where necessary to maintain a sufficient supply of rental units in an area. (City/County Planning Departments)

1.3 Mixed or multiple use developments containing residential uses should be encouraged to locate in urban areas where they would meet local and areawide policies regarding housing needs, environmental quality, conservation of energy resources, and efficient use of public services and facilities.

1.3.1 Develop criteria for the location of mixed and multi-use projects; identify local areas where the mixing of residential with other land uses would be appropriate. (City/County Planning Departments)

1.3.2 Review, and revise where necessary, local land use ordinances to accommodate mixed and multiple use developments. (City/County Planning Departments)

1.4 Careful consideration shall be given to providing housing opportunities to population groups with special needs.

1.4.1 Locate new or converted housing for the elderly, the physically or mentally disabled, and former inmates of correctional institutions within urban areas in general in order to accommodate these groups' particular needs for services and employment and, where appropriate, within existing residential areas. (City/County Planning and Housing and Community Development Departments, Housing Authorities, Private Sector)

1.4.2 Permit the conversion of single family residences into group quarters facilities for special population groups except where negative impact in an area would result. (City/County Planning Departments)

OBJECTIVE 2: To promote efficient use of the remaining supply of land, both vacant and redevelopable parcels, that is available and suitable for residential uses.

Principle

2.1 New residential development is to be encouraged to locate on vacant or underutilized sites within existing urban areas (i.e. infill) where such development would

Implementation

2.1.1 Investigate methods or incentives to encourage the private sector to produce infill housing including the redevelopment of underutilized sites. (City/County Planning and Community

result in the efficient use of public services and facilities and would augment housing opportunities in proximity to employment and supporting commercial activities; not have significant, unmitigable adverse effects on the environment including environmental resources; and not be subject to excessive environmental hazards.

2.2 Smaller residential lots and higher overall residential densities should be permitted in selected areas that are planned for low density, single family and that could accommodate more intensive development.

2.3 Multiple family, attached single family, and other land efficient residential uses should be permitted in communities throughout the Planning Area.

2.4 Environmental concerns and the fiscal concerns of local service providing agencies should be balanced with the areawide concern for an adequate supply of housing.

OBJECTIVE 3: To conserve and enhance the quality of residential areas.

Principle

3.1 The quality of the housing stock and of residential areas should be maintained or improved and not be allowed to deteriorate.

Development Departments, Redevelopment Agencies, Housing Authorities)

2.1.2 Limit substantial residential development from occurring in rural areas outside of LAFCo spheres of influence or other urban boundary limits. (City/County Planning Departments, LAFCo)

2.1.3 Identify areas for infill development. (City and County Planning Departments)

2.2.1 Review, and revise where appropriate, residential land use policies and ordinances, including site development standards. (City/County Planning Departments)

2.2.2 Promote innovative site planning that accommodates more dwelling units per acre than conventional techniques through the site review process. (City/County Planning Departments)

2.3.1 Review, and revise where appropriate, local land use regulations for flexibility in permitting multiples and other attached dwelling units. (City/County Planning Departments)

2.4.1 Review of development proposals, including Environmental Impact Reports, should include an assessment of the project's impact on local and areawide housing needs and opportunities. (City/County Planning Departments)

Implementation

3.1.1 Institute or continue such programs and improvement measures as physical rehabilitation, improvements in housing management and maintenance, and the provision of adequate services. (City/County Planning and Housing and Community Development Departments, Public Works Agencies, Private Sector)

3.1.2 Resolve land use and circulation conflicts where present or anticipated. (City/County Planning Departments, Private Sector)

3.1.3 Regulate the conversion of rental apartments to condominiums, through guidelines or permit conditions, to ensure the development of housing units of good, enduring quality. (City/County Planning Departments)

3.1.4 Encourage appropriate design measures to discourage vandalism and other criminal activity in residential areas (City and County Planning Departments, Law Enforcement Agencies, Private Sector)

Principle

- 3.2 Concerns for conservation of existing social and physical characteristics of residential neighborhoods should be balanced with a consideration of local and regional housing needs.

Implementation

- 3.2.1 Base land use decisions on general plan policies as well as on public input from special interest groups for specific project proposals. (City/County Planning Commissions, City Councils, County Board of Supervisors)
- 3.2.2 Require infill development projects to relate aesthetically and physically to existing neighborhood development. (City/County Planning Departments)

OBJECTIVES 4: To promote cost-effective energy conservation in both new and existing residences.

Principle

- 4.1 Energy conservation considerations are to be incorporated into existing residential programs.

Implementation

- 4.1.1 Incorporate cost-effective energy conservation measures into housing rehabilitation programs, building codes and site development standards, and other public and private programs wherever feasible. (City/County Planning and Community Development Departments, Public Works Agencies, Private Utility Companies and other Private Sector Companies)
- 4.2 New development and redevelopment should be guided by the energy policies adopted by local governments.
- 4.2.1 Review local general plans, specific plans, submitted development plans, and capital improvement plans; and revise where necessary to include energy conservation policies and actions. (City/County Planning Departments and Public Works Agencies)
- 4.3 A land use pattern of compact development which would conserve petroleum resources should be promoted throughout the Planning Area.
- 4.3.1 Ensure that local general plans, other development policies, and land use regulations discourage low-density sprawl and isolated pockets of development in non-urban areas. (City/County Planning Departments)
- 4.3.2 Encourage high density residential and commercial uses in areas well-served by public transit systems. (City/County Planning Departments, Redevelopment Agencies)

E. Commercial Uses and Areas

1. Commercial Findings

- a. Office activities, increasing in importance in the County, will require an increasing supply of space.
- b. A considerable amount of office construction is taking place, particularly in Oakland. Recent surveys show a vacancy rate of 9 percent in the Oakland area.
- c. The current office vacancy rate in Fremont is believed to be between 14 and 15 percent.
- d. Although the County's retail sales ranked second in volume in the Bay Area, per capita retail sales were the lowest--strong evidence that County residents are doing much of their shopping outside of the County.
- e. Growth of retail sales in the County between 1972 and 1977 in real (constant 1977 dollars) terms was only 11.4 percent--less than the neighboring Bay Area counties except San Francisco. Per capita retail sales (in constant 1977 dollars) increased only 10.9 percent--less than the state average of 18.2 percent.
- f. Auto Dealers and Supplies comprised the largest share of the County's retail sales, with 22.5 percent, followed by General Merchandise with 15.8 percent, and Eating and Drinking Establishments with 12.2 percent.
- g. Retail sales in the CMPU have continued to account for an increasingly smaller share of total County sales, with the other two planning units increasing their share, particularly the EPU.
- h. Percentage increases in per capita retail sales between 1970 and 1978 were greatest in the WPU, followed by the EPU and the CMPU. The EPU, with 1978 per capita retail sales of \$5,567, had the highest of the three planning units.
- i. Retail sales volume per establishment is generally greater in the EPU and the WPU, where major shopping centers are located, than in the CMPU.

Commercial Policies

OBJECTIVE 1: To provide attractive, adequate shopping opportunities to conveniently serve residents, provide employment, and contribute to the tax base.

Principle

Implementation

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| <p>1.1 Business and commercial areas should generally be compact, grouped and consolidated into functional units providing sufficient off-street parking and loading facilities, pedestrian and vehicle safety, and elimination of traffic congestion.</p> | <p>1.1.1 Review and revise where necessary local general plans and zoning ordinances. (City/County Planning Departments)</p> <p>1.1.2 Change zoning to other, more appropriate uses in areas of strip commercial zoning where the existing uses are predominantly non-commercial. (City/County Planning Departments)</p> <p>1.1.3 Encourage appropriate design measures to discourage vandalism and other criminal activity in commercial areas. (City and County Planning Departments, Law Enforcement Agencies, Private Sector)</p> |
| <p>1.2 Revitalization of existing, concentrated commercial areas should be encouraged, locating governmental and recreational uses in urban commercial centers where appropriate and providing for pedestrian movement as well as adequate automobile access/parking.</p> | <p>1.2.1 Seek outside (federal) funding sources, such as Small Business Administration, Economic Development Administration, Community Development Block Grants, and private investment support for commercial revitalization efforts. (City/County Planning and Community Development Departments, Economic Development Departments, Private Sector)</p> <p>1.2.2 Develop specific plans, including designation of sites and means for encouraging their development for existing, concentrated commercial areas. (City/County Planning Departments in coordination with Community Groups, Chambers of Commerce, Merchants Groups)</p> |
| <p>1.3 Business and commercial areas should be adequately served by public transit in order to allow access by all parts of the population.</p> | <p>1.3.1 Keep abreast of changing needs, and add routes and buses as possible to meet demand for service. (AC Transit, Union City Flea Bus Service)</p> |
| <p>1.4 Signs identifying business establishments should be sufficient to serve their intended purpose while not being excessive and detracting from the visual environment. Outdoor advertising should be regulated as to number, size, and location in order to provide an aesthetically pleasing environment and prevent unsafe street and highway conditions.</p> | <p>1.4.1 Review, and amend where necessary, existing sign regulations; enforce existing sign regulations. (City/County Planning Departments, City/County Building Departments)</p> |

OBJECTIVE 2: To promote greater coordination and cooperation in the location of major commercial establishments.

Principle

Implementation

- 2.1** Retail establishments within the Planning Area should be provided in sufficient number, variety, and distribution to permit residents to satisfy most of their shopping needs locally.
- 2.2** The possibility of sharing revenues provided by commercial development should be explored.

- 2.1.1** Conduct studies to determine to what extent the Planning Area is experiencing a loss of potential retail sales to surrounding areas and to determine where additional retail establishments should be located. (County Planning Department)
- 2.2.1** Discuss the possibility of sharing revenues provided by commercial development among jurisdictions. (City Managers, County Administrative Officer, Mayors' Conference, State Legislature)

F. Industrial Uses and Areas

1. Industrial Findings

- a. The central geographic location of the County within the region, along with the extensive transportation facilities, are the major factors influencing industrial location in the County.
- b. Relatively large amounts of land suitable for modern, expansive industrial facilities are available in the Eden and Washington Planning Units. Little vacant land is available in the Central Metropolitan Planning Unit.
- c. Wage rates in the Bay Area, generally higher than in other areas, plus the relatively large degree of unionization, tend to discourage many firms from locating in the area and encourage existing firms to leave the area.
- d. The reduction of taxes resulting from the passage of Propositions 13 and 4, and the elimination of the state inventory tax, have encouraged some firms to remain that had considered leaving.
- e. The economy of Alameda County, although diverse, still has a large share of traditional manufacturing which is usually more strongly affected by downturns in the national economy.
- f. Value added by manufacture in Alameda County increased 83.8 percent between 1972 and 1977, ranking third in the Bay Area.
- g. Capital expenditures by manufacturing firms in Alameda County totaled \$176.8 million in 1977--an increase of 84.6 percent over 1972.
- h. The average manufacturing salary in Alameda County in 1977 was \$15,466--lowest in the Bay Area but higher than the rest of the state.
- i. Manufacturing productivity in Alameda County is the second highest in the state, increasing 66.2 percent between 1972 and 1977.
- j. Wholesale sales in Alameda County in 1972 were \$4.9 billion--second highest in the Bay Area.
- k. One of the major reasons for the movement of industrial activities from the northern part of the County to the southern part is the need for additional land to expand and to accommodate modern facilities.
- l. The supply of vacant industrial land is very limited in the CMPU, probably sufficient for 5 or 10 years in the EPU, and more than adequate for the foreseeable future in the WPU.
- m. In the CMPU, the major problems associated with industrial development are the scarcity of land, traffic and parking problems, and a higher incidence of crime. Advantages of the CMPU are central location within the region and access to major transportation facilities, including railroads and the facilities of the Port of Oakland.
- n. Approximately 1700 acres of vacant industrial land remain in the EPU, where development continues to be quite active.
- o. The WPU, despite an abundant supply of land, has been experiencing relatively low levels of industrial development. This is likely to increase as land becomes scarcer in the rest of the County, as well as in Santa Clara County.
- p. Wholesale trade activities appear to be shifting from the northern part of the County to the southern part, where greater amounts of land can accommodate modern warehouse facilities.

2. Industrial Policies

OBJECTIVE 1: To minimize conflicts between industrial and other uses.

Principle

Implementation

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| <p>1.1 To the extent possible, industrial uses should be located on large tracts of land, preferably in planned industrial parks and districts; protected from conflicting land uses; and served by major highways and collectors and, as necessary, by rail, air, and water transportation facilities.</p> <p>1.2 Non-industrial land uses should be protected from smoke, odors, glare, vibrations, and excessive noise of industrial activities.</p> <p>1.3 Residential areas should be protected, as much as possible, from any adverse impacts of industrial uses.</p> <p>1.4 Expansion of industrial uses into areas of existing residential use should be prohibited unless it is determined that expansion will result in a net benefit to the community, with minimal adverse effects on remaining uses, and provided that adequate provisions are made for the relocation of area residents.</p> <p>1.5 Industrial areas should be reserved for industrial uses, except that a limited number of compatible non-industrial uses should be allowed.</p> <p>1.6 Adequate off-street loading, unloading, and parking facilities should be provided in industrial areas.</p> <p>1.7 Truck traffic, truck parking, and employee traffic generated by industrial uses should generally be restricted from using streets in residential and commercial areas, unless serving those areas.</p> | <p>1.1.1 Designate industrial zoning districts in appropriate locations. (City/County Planning Departments)</p> <p>1.2.1 Enforce and/or amend, as necessary, performance standards contained within zoning regulations. (City/County Planning Departments)</p> <p>1.2.2 Review proposals for new industrial developments or expansions of existing industrial uses to ensure that adverse impacts are minimized. (City/County Planning Departments)</p> <p>1.3.1 Require adequate buffering in the form of fencing, landscaping, or other appropriate measures through local land use regulations (including permit conditions) where industrial and residential uses adjoin one another. (City/County Planning Departments, Private Sector)</p> <p>1.4.1 Evaluate proposed expansions of industrial uses into residential areas, and gather input from area residents. (City/County Planning Departments, Private Sector)</p> <p>1.5.1 Allow, through zoning, only industrial uses as permitted uses in industrial areas, with compatible non-industrial uses permitted as conditional uses. (City/County Planning Departments)</p> <p>1.6.1 Require adequate off-street loading, unloading, and parking facilities in industrial areas through the zoning ordinances. (City/County Planning Departments)</p> <p>1.7.1 Designate, sign, and enforce truck routes serving industrial areas; and restrict truck parking outside of industrial areas. (City/County Planning Departments, City/County Public Works Departments)</p> <p>1.7.2 Develop design measures or other means to discourage or restrict through traffic from residential areas. (City/County Planning Departments, City/County Public Works Departments)</p> |
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Principle	Implementation
1.8 Adequate, convenient, and reliable public transit should be provided to serve industrial areas.	1.8.1 Keep abreast of changing needs, and add routes and buses as possible to meet needs. (AC Transit, Union City Flea bus service)
1.9 Efforts to minimize vandalism and other crime problems in industrial areas should be encouraged.	1.8.2 Study the licensing of jitney services to serve industrial areas. (City Managers/ County Administrative Officer)
	1.9.1 Improve lighting in industrial areas where necessary. (City/County Public Works Departments)
	1.9.2 Develop programs involving all segments of the community to reduce crime in industrial areas. (Law Enforcement Agencies, Business Groups, and Community Groups)
1.10 The rehabilitation and reuse of existing, vacant industrial structures should be encouraged. Preference should be given to industrial uses or, where consistent with local development policies, other non-industrial uses.	1.9.3 Encourage appropriate design measures to minimize vandalism and other criminal activity in industrial areas. (City and County Planning Departments, Law Enforcement Agencies, Private Sector)
	1.10.1 Permit, through zoning, appropriate non-industrial uses of existing, vacant industrial structures where consistent with local development policies. (City/County Planning Departments)
	1.10.2 Make known the availability of vacant industrial structures. (City Managers/ County Administrative Officer, Economic Development Departments, Chambers of Commerce, Real Estate Brokers)
	1.10.3 Provide financial assistance for the reuse of vacant industrial structures. (City Managers/ County Administrative Officer, Economic Development Departments)
1.11 Efforts to adequately maintain industrial structures and facilities and enhance the appearance of industrial areas should be encouraged in order to maintain the viability of existing industrial areas and to provide a pleasant work environment.	1.10.4 Encourage the preservation of interesting older industrial buildings through landmark designation, tax incentives, or other means. (City/County Planning Departments)
	1.11.1 Include performance standards for the exterior appearance of industrial structures, and require adequate buffering of industrial structures and uses through zoning ordinances and permit conditions. (City/County Planning Departments)
	1.11.2 Provide public improvements in industrial areas; and encourage private efforts, using federal and state funds to the maximum extent possible. (City/County Public Works Departments, Economic Development Departments, Chambers of Commerce)

OBJECTIVE 2: To ensure the availability of adequate sites for industrial uses consistent with other land use needs.

Principle

- 2.1 The amount and location of land for industrial development should be determined on the basis of industrial site requirements; anticipated demand for sites in relation to the region; and consideration of such factors as the availability of labor, access to all types of transportation, utilities, availability of land, and the need to ensure an overall balance of land uses.

Implementation

- 2.1.1 Review, and revise as necessary, local general plans. (City/County Planning Departments)
- 2.1.2 Participate in regional industrial studies and programs. (City/County Planning Departments, ABAG)
- 2.1.3 Review industrial development proposals for consistency with local general plans and regional plans. (City/County Planning Departments, ABAG)
- 2.1.4 Assist the private sector in locating suitable industrial sites. (City/County Planning Departments, Economic Development Departments, ABAG, Chambers of Commerce)

OBJECTIVE 3: To promote cost-effective energy conservation in both new and existing industrial uses.

Principle

- 3.1 Cost-effective energy conservation measures are to be incorporated into existing and future industrial developments.
- 3.2 New industrial development and redevelopment should be guided by the energy policies adopted by local governments.

Implementation

- 3.1.1 Incorporate cost-effective energy conservation measures into industrial rehabilitation programs, building codes and site development standards, and other public and private programs wherever feasible. (City/County Planning Departments, City/County Public Works Departments, Utility Companies, and other Private Companies)
- 3.2.1 Review local general plans and capital improvement plans, and revise where necessary to include energy conservation policies and actions. (City/County Planning Departments and Public Works Departments)

G. Public Services and Facilities

1. Service Findings

- a. The basic public services of sewage collection and treatment, water, police protection, fire protection, parks and recreation, solid waste collection and disposal, energy, education, and flood control are provided to the cities and unincorporated areas by a variety of public agencies, a private utility, and by a private company under a franchise agreement.
- b. Sewage collection is the responsibility of eight cities and three sanitary districts. Sewage treatment is provided by three special districts and two cities.
- c. Providing residents and businesses of the Planning Area with adequate, potable water is the responsibility of the East Bay Municipal Utility District, the Alameda County Water District, and the City of Hayward.
- d. The County Sheriff's Department has primary law enforcement responsibility for the unincorporated area. Police protection in the cities is provided by municipal police departments.
- e. Fire protection is the responsibility of the cities in the incorporated area. Five fire protection districts serve the urbanized unincorporated areas. The California Division of Forestry provides mutual aid to the cities and districts but is primarily responsible for wildland and structural fire protection in rural areas outside city limits and fire districts by agreement with the County Fire Patrol.
- f. Parks and recreation facilities are provided by regional and local park districts and by most of the cities. The East Bay Regional Park District facilities serve the entire Planning Area, while the Hayward Area Recreation and Park District serves Hayward and adjacent unincorporated areas.
- g. Solid waste collection and disposal is the responsibility of the cities and the Castro Valley and Oro Loma Sanitary Districts. Most of these agencies contract with the Oakland Scavenger Company, but Berkeley and San Leandro provide their own service. The City of Alameda contracts with the Alameda City Disposal Company.
- h. A private utility, the Pacific Gas and Electric Company, provides energy services to the entire Planning Area except for the City of Alameda, which has its own Bureau of Electricity.
- i. There are thirteen unified public school districts for grades K-12 serving ninety percent of the students in the Planning Area. Three community college districts serve the area.
 - 1) Total school enrollments in the Central Metropolitan and Eden Planning Units are projected not to reach 1975 levels by the year 2000. Overall public school facility needs for grades K-12 are expected to continue to decline.
 - 2) In the Washington Planning Unit, total school enrollment is projected to increase above 1975 levels after 1985; therefore, demand for additional facilities may occur in the long term.
- j. The Alameda County Flood Control and Water Conservation District is responsible for resolving flood, inadequate drainage, water quality, and water supply problems in the Planning Area. Flood control improvements have been substantially completed with some authorized capital construction projects to be completed as funds become available.
- k. Local capital improvements programs are measures that can implement general plans. The timing or staging of capital improvements has a significant impact on land use development, and it can be used to encourage or discourage growth in specific locations.
 1. The ability of local governments to provide public services in a timely manner may be affected by Proposition 13 (property tax) and by Proposition 4 (local spending).
- m. The cost of providing public services and facilities is rising; concurrently, local governments are subject to the fiscal constraints of Propositions 13 (property tax) and 4 (spending limits). If local governments are to continue to provide the services and facilities needed to support residential, commercial, and industrial development, then realistic solutions to local fiscal problems will have to be found.
- n. Alameda County bears an additional financial and operational burden of providing some municipal type services exclusively to urbanized unincorporated area residents.
- o. There is an on-going need for close coordination among local agencies with land use control and planning authority; the agencies responsible for directly providing the public services and facilities necessary to support urban uses; and the regional, state, and federal agencies involved in environmental quality management.
- p. LAFCo has avoided including the unincorporated communities of San Lorenzo and Castro Valley in the sphere of influence of either the City of San Leandro or the City of Hayward, though its policy is that urban development should be municipal development. A decision on spheres for these highly urbanized unincorporated areas has been postponed.
- q. The ultimate LAFCo spheres for several (but not all) special districts in the Eden and Washington Planning Units propose dissolution of these special districts with the services to be assumed by the cities consistent with adopted LAFCo policy (1973) to promote urbanization within cities.
- r. The assignment of "public service" costs and operations responsibilities to private homeowners' groups or associations is a questionable solution to the fiscal problems of providing services to new residential developments.

2. Service Policies

OBJECTIVE 1: To provide adequate public services and facilities to support existing and planned industrial, commercial, institutional, and residential development.

Principle

- 1.1 Public services and facilities shall be provided and maintained at levels that are commensurate with local needs, financial resources, and growth policies.

Implementation

- 1.1.1 Investigate options for funding services. (City/County Public Works Agencies, County Administrator's Office, City Managers' Offices, Special Districts, ABAG)
- 1.1.2 Review service standards and establish priorities for addressing needs for services and facilities consistent with the availability of financial resources. (City/County Public Works Agencies, Special Districts)
- 1.1.3 Existing facilities and capital improvements are to be maintained and should not be allowed to deteriorate to an extent that costly repairs or replacements would be required. (City/County Public Works Agencies, Special Districts)
- 1.1.4 Ensure that state and federal agencies responsible for allocating grants to local service providing agencies are well informed regarding local growth patterns and plans. (City/County Planning Departments and Public Works Agencies, Special Districts, ABAG)
- 1.1.5 Encourage the school districts and other service agencies to develop long-range, as well as short-range, facilities plans and to develop capital improvements programs that are based on data provided by local planning agencies and that are consistent with local land use and growth management plans. (City/County Planning Departments)

OBJECTIVE 2: To allocate the costs of providing public services including capital improvements to service users and development projects in an equitable manner.

Principle

- 2.1 New development, whether industrial, commercial, and/or residential, should not place an undue economic burden on local residents and property owners; but at the same time, new development should not be required to bear the complete cost of providing services or facilities that would benefit either the entire community or area or a substantial portion of it.
- 2.2 New developments should produce benefits to the community comparable to service costs, though it is recognized that some benefits and costs may be difficult or impossible to accurately quantify.

Implementation

- 2.1.1 The site development review and tentative map approval processes are to incorporate equity considerations in determining the private sector's responsibility for installation and maintenance of capital improvements and other services for new residential developments. (City/County Planning Departments, Private Sector)
- 2.2.1 Where a development proposal is significant due to size, location, or type, the fiscal (i.e. cost-revenue) impacts of the proposed project are to be determined; costs and benefits that are not directly quantifiable should also be considered. (City/County Planning Departments, Private Sector)

Principle

- 2.3 Incorporated area residents should not have to subsidize the provision of services exclusively to unincorporated areas through their property tax contributions to the County General Fund.

OBJECTIVE 3: To achieve coordinated, planned service and facility development by promoting efficiency in the provision of services by the public sector.

Principle

- 3.1 The further fragmentation of local government that is created by a multiplicity of agencies, including special purpose districts, providing public services and facilities should be discouraged.

- 3.2 The County and the cities should avoid duplication of services and incompatible capital improvements.

Implementation

- 2.3.1 The costs to the County of providing some municipal type services exclusively to the urban unincorporated areas should be re-examined (in light of the Jarvis-Gann Initiative) and financing mechanisms identified for allocating those costs in excess of revenues to service users until such time as these areas incorporate or annex to an existing city. (County Administrator's Office)

Implementation

- 3.1.1 The creation of additional special districts should not be approved, and LAFCo decisions should promote timely achievement of the "ultimate spheres" of influence for the special districts in the Eden and Washington Planning Units. (Alameda County LAFCo)
- 3.1.2 Encourage the timely annexation or incorporation of urbanized unincorporated communities and areas such that governmental efficiency, equity, and/or logical jurisdictional boundaries are achieved. (City/County Planning Departments, LAFCo, Private Sector)
- 3.1.3 Determine spheres of influence for the Castro Valley and San Lorenzo areas. (Alameda County LAFCo)
- 3.1.4 Encourage unincorporated islands to annex to the surrounding city; undeveloped parcels within these islands should be annexed prior to obtaining development approval and building permits. (City/County Public Works Agencies, LAFCo, Private Sector)
- 3.1.5 Except in unusual circumstances, Alameda County will not establish "county service areas" to extend governmental services into newly developing areas. Such "unusual circumstances" must be consistent with County General Plan policies. (County Public Works Agency, County Administrator's Office)
- 3.2.1 Coordinate programs and activities through cooperative studies, contractual agreements, and mutual review of capital improvements programs. (City/County Public Works Agencies, County Administrator's Office, City Managers' Offices, LAFCo)

OBJECTIVE 4: To provide essential public services and facilities in order to ensure that the health, safety, and general welfare of residents and businesses and that the integrity of the natural environment are maintained over the short and long terms.

Principle

- 4.1 Local governments are to be responsible for the management of such basic urban services as flood control, roads and other transportation facilities, water supply and distribution, sewerage facilities, education, police protection, and fire protection.
- 4.2 Local governmental agencies are to provide those services for which they have the necessary, proven degree of expertise.

Implementation

- 4.1.1 Identify agencies responsible for operation (including maintenance) of basic urban services as part of local review of development proposals. Approval of projects shall depend on willingness and short and long term ability of agency to provide ongoing service. (City/County Planning Departments and Public Works Agencies, Special Districts, Private Sector)
- 4.1.2 Discourage the development of private streets in residential subdivisions. (City/ County Planning Departments and Public Works Departments)
- 4.2.1 Discourage the assignment of basic urban service management responsibilities to private homeowners' associations or other non-professional organizations lacking a proven degree of expertise. (City/County Planning Departments)

H. Transportation and Circulation

1. Transportation and Circulation Findings

- a. Congestion is a principal problem in the existing transportation system. Most congestion problems are not continuously and evenly distributed during a day or week but are problems at peak periods, such as weekday morning and evening commute hours on highways and intraurban transit and holidays on interurban rail and airplane.
- b. Unless due to fuel shortages, there is no foreseeable reduction in congestion. Possible solutions include reducing travel demand, staggering travel demand, switching travel modes, and increasing capacity in congested modes at congested points.
- c. Roads, streets, and highways have limited capacity and are often congested. There is competition for the limited available capacity among bicycles, automobiles, trucks, paratransit, and transit. The present trend is to attempt to increase passenger capacity which favors transit rather than vehicle capacity which favors the private motor vehicle.
- d. The mobility of disabled persons is lower than that of non-disabled persons because of lack of accommodation of the disabled in the existing transportation system. However, this situation is slowly but progressively changing with provision of special transportation subsystems, the purchase of new vehicles, and modifications in terminals.
- e. Transportation consumes approximately forty percent of the energy used in Alameda County. Almost all of the energy used in transportation is derived from petroleum products. Since the supply of petroleum in the future is likely to be inadequate for current and increased levels of consumption, changes will need to either take place in the vehicles of travel (technological solutions) or the travel habits of people.
- f. Transportation, particularly the automobile, is a major contributor to poor air quality in the Bay Area and Alameda County. To date, the response to the problem has primarily been to reduce emissions from automobiles (technological solution), with another secondary effort to increase transit and bicycle use.
- g. Noise is a continuing negative by-product of almost all modes of transportation. Improvements in aircraft engines and automobile design will reduce noise to some extent, but transportation will remain the main source of noise in the Planning Area. In addition to modifications to vehicles, the location of compatible uses near transportation routes and the insulation of receptors are ways to reduce noise problems.
- h. The transportation system has many modes and parts. At the present time, there is poor interface and coordination between these modes, particularly in intratransit and interurban transit where trips that require more than one transit operator are less convenient than they might be.
- i. Two important improvements which might be made to improve pedestrian flow are the removal of barriers and reduction of conflicts with bicycles and automobiles.
- j. Bicycle travel suffers from a number of limitations as a means of travel: weather, distance, conflicts with other modes of travel, and problems of interface with other modes of travel.
- k. Though bicycle paths have been developed in many parts of the Planning Areas, the problem of automobile-bicycle conflicts remain severe.
- l. Storage is a major inadequacy in the bicycle system.
- m. The private automobile used in the usual manner of one driver to a car consumes a large proportion of urban land, consumes more energy than most other modes on a passenger-mile basis, and is a principal source of air pollution. On the other hand, the automobile offers convenience, comfort, and independence in the choice of travel origin, destination, and time of departure.
- n. The private automobile accounts for most of the trips in Alameda County. Over 70 percent of trips are made by auto drivers and another 16 percent by auto passengers.
- o. Funding for new street, road and highway facilities will likely be limited in the future, probably precluding major new facilities, especially in light of increasing maintenance demands and costs.
- p. Despite general federal, state and local policy to reduce automobile usage, usage has increased in the last ten years.
- q. Additional capacity in terms of new roads and highways alone appears incapable of accommodating increased levels of automobile usage.
- r. Means are available for improvement of the efficiency of automobiles through increased loads. Ramp metering, high occupancy vehicle lanes, and carpools are three means currently used.
- s. The more recently developed local street systems in the southern part of the Planning Area better accommodate the automobile than streets in the northern part of the Planning Area.
- t. One principal disadvantage of transit vis-a-vis the private automobile is increased travel time. This could be partially overcome by priority roadways for transit. Other improvements could be coordination between modes to reduce waiting times and improvement in transfer location.

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- u. Transit service is increasing and includes many types of services. These include bus service by four operators, fixed rail rapid transit by BART, vanpools, taxis, shuttles, and dial-a-ride buses. The diversity has led to improved service but also to increased difficulty in coordination and avoidance of unproductive duplication.
 - v. There is a lack of coordination and easy and convenient interface between many of the transit systems. Problems include different fares, unsynchronized schedules, and separate terminal locations.
 - w. Transit ridership, even though it has increased in recent years, is still less than it was in 1950.
 - x. Transit service is much better in the northern part of the Planning Area than in the southern part where only limited bus and BART service is available.
 - y. Like most transportation modes, transit is undergoing a financial crisis. Fare box revenues pay for roughly thirty to forty percent of transit costs.
 - z. The only passenger railroad terminal in the Planning Area is not well located or connected to other means of travel.
 - aa. AMTRAK currently runs four trains a day from Oakland to other parts of the nation. This service is not heavily used, though ridership is above the lowest levels of ten years past.
 - bb. The Planning Area is well served with railroad service for freight. There are conflicts with surrounding land uses, however, as well as with street traffic. Four railroads service the area: Southern Pacific Transportation Company; Atchinson, Topeka and Santa Fe Railroad Company; Western Pacific Railroad Company; and Alameda Belt Line.
 - cc. Seven pipelines traverse the Planning Area carrying refined petroleum products. The chief problem of these lines is safety. One line ruptured in a land slippage in the Oakland Hills in 1974 and is out of service.
 - dd. The Planning Area includes two of the six ports in the San Francisco Bay Area. The Port of Oakland is the largest container port on the west coast and the largest in overall tonnage in the bay.
 - ee. Expansion of port facilities will be necessary to handle projected increases in trade.
 - ff. Highway connections to and from the Port of Oakland and Encinal Terminals suffer from congestion and are, in some cases, indirect.
 - gg. Limitations on port development include filling of the bay, introduction of new facilities in terminals, and surface access.
 - hh. Though extensively used in the past, ferry service to the East Bay is currently limited to one recreational ferry from Berkeley to Angel Island.
 - ii. There is potential for ferry service during commute times if connecting transit can be provided.
 - jj. Although the East Bay (Alameda/Contra Costa Counties) accounted for 22 percent of air trips from the Bay Area in 1975, Metropolitan Oakland International Airport (MOIA) provided only 11 percent of the trips.
 - kk. MOIA has capacity in terms of runway and land area to handle 6.0 million annual passengers (MAP). Present use is 2.2 million.
 - ll. Noise is a principal problem for increased airport development, causing conflicts with surrounding uses.
 - mm. Four airports currently operate for general aviation in the Planning Area. These are Metropolitan Oakland International Airport (North Field), Hayward Air Terminal, Fremont Airport, and Fremont Sky Sailing Airport. The first two are improved facilities run by public agencies. The latter two are private strips with minimal facilities.
 - nn. Fremont Airport is identified in the Federal Aviation Administration's National Airport System Plan, 1978-1987. The Regional Airport System Study Plan by ABAG/MTC forecasts the need for one additional general aviation airport in Alameda County.
 - oo. Each of the general aviation airports has noise and safety conflicts with surrounding land uses, limiting usage and future development.
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2. Transportation Policies

OBJECTIVE 1: To reduce existing or potential problems of congestion in major activity areas and along major transportation corridors.

Principle

- 1.1 The use of public transit should be encouraged. The speed, frequency and efficiency of transit service should be improved to enable it to effectively compete with the private automobile as a feasible and attractive transportation choice.
- 1.2 The use of the private automobile should be discouraged within major activity areas and along major transportation corridors, particularly during periods of peak travel demand.
- 1.3 Changes in work schedules should be encouraged in order to distribute work-related travel demand over a broader period of time.

OBJECTIVE 2: To provide for efficient and effective use of limited funding resources available for the development, operation and maintenance of transportation facilities and services.

Principle

- 2.1 Priority should be given to those measures which will maintain and, where required, improve the capacity and effectiveness of existing transportation facilities.

Implementation

- 1.1.1 Develop programs to encourage and to provide for greater use of transit during periods of peak travel demands; increase transit capacity; provide adequate automobile parking and bicycle storage facilities at outlying transit terminals; provide adequate feeder transit service from transit terminals; and provide for the transport of bicycles on mass transit vehicles. (Transit Operators; City/County Planning Departments and Public Works Agencies, MTC, CalTrans)
- 1.1.2 Give transit, and other high occupancy vehicles, preference for the use of highway, street and bridge corridors, particularly during periods of peak travel demand. (City/County Public Works Agencies, MTC, CalTrans)
- 1.1.3 Give funding priority to the maintenance, operation and improvement of transit facilities and services. (City/County Public Works Agencies, MTC, CalTrans, Urban Mass Transportation Administration)
- 1.1.4 Provide for convenient, efficient and economical interface between local area and regional transit systems. (MTC, City/County Planning and Public Works Agencies, Transit Operators)
- 1.2.1 Develop and implement programs to reduce automobile use and traffic congestion, including pricing mechanisms and other economic incentives and traffic and parking restrictions. (City/County Public Works Agencies and Planning Departments, MTC, CalTrans)
- 1.3.1 Utilize flexible or staggered work schedules. (Public and Private employment sectors)

Implementation

- 2.1.1 Encourage and give preference to transit and other high occupancy vehicles for use of existing highway corridors. (City/County Public Works Agencies, MTC, CalTrans)
- 2.1.2 Utilize cost effective measures to improve capacity and allow for greater flexibility in the use of existing streets, highways, and bridges, including: ramp metering, traffic signal synchronization, reversible lanes, parking and turning restrictions. (City/County Public Works Agencies, MTC, CalTrans)

Principle

(2.1 cont.)

OBJECTIVE 3: To meet the travel needs of all social groups, and in particular those which are disadvantaged or which have low mobility capabilities.

Principle

- 3.1** Transportation facilities and services should be designed and operated with a sensitivity to and, to the extent possible, in response to special travel problems - of minorities, the elderly, young, handicapped and economically disadvantaged, and other non-drivers.

OBJECTIVE 4: To provide for evacuation, rescue and other related travel in the event of an earthquake or other major disaster.

Principle

- 4.1** Transportation facilities should be planned, located, constructed and/or improved to minimize damage from earthquakes and other significant environmental hazards, and to facilitate evacuation, and rescue and relief operations in the event of an earthquake or other major disaster.

OBJECTIVE 5: To minimize social and economic disruptions to communities and impacts on environmental resources (e.g. air and water quality, biotic resources, energy, scenic qualities, etc.) from transportation systems.

Principle

- 5.1** Transportation facilities and services should be sufficient to meet the needs of existing and planned development.

Implementation

- 2.1.3** Give funding priority to the maintenance of existing streets and highways and to maintenance, operation and expansion of transit facilities. (City/County Public Works Agencies, CalTrans, Transit Operators)

Implementation

- 3.1.1** Where necessary, redesign existing transportation facilities or provide special vehicles or alternative facilities to minimize physical barriers to the disabled. (Transit Operators; Service Agencies)
- 3.1.2** Provide reduced fares on public transit for persons on limited or fixed incomes. (Transit Operators)
- 3.1.3** Route transit to provide convenient and safe access to the primary destinations of persons with special transportation needs. (Transit Operators)

Implementation

- 4.1.1** Give priority to projects designed to reduce existing structural and facility hazards and improve the safety of existing transportation facilities. (City/County, Public Works Agencies, CalTrans)
- 4.1.2** Utilize the most modern seismic standards for the design and construction of transportation facilities. (Cities, County Transit Operators, State, Federal Agencies)
- 4.1.3** Coordinate transportation planning and development with emergency operations programs. (City/County Public Works Agencies, MTC, CalTrans)

Implementation

- 5.1.1** Coordinate and seek consistency between transportation programs and regional and local development goals and plans. (City/ County Planning and Public Works Agencies, MTC, ABAG)

Principle	Implementation
(5.1 cont.) Transportation facilities and services should be sufficient to meet the needs of existing and planned development.	<p>5.1.2 Evaluate the potential influence of transportation facilities on land use development. (Cities, County, MTC, ABAG)</p> <p>5.1.3 Develop transportation service capacity corresponding to travel demand generated by planned uses. (Cities, County, MTC, State)</p>
5.2 The use of public transit should be encouraged. (See Principle 1.1)	
5.3 Transportation facilities should be designed to minimize disruptions to communities and neighborhoods.	<p>5.3.1 Locate major transportation routes to circumvent rather than divide established residential neighborhoods and commercial areas. (Cities, County State Agencies)</p> <p>5.3.2 Provide fair compensation and ensure the provision of acceptable replacement housing, business facilities, and cultural facilities where disruption has or will result from transportation system development. (Cities, County, State)</p> <p>5.3.3 Design and landscape transportation facilities to enhance settings in which they are located. (Cities, County, State, Transit Operators)</p> <p>5.3.4 Where feasible, incorporate major transit terminals into mixed use developments. (Transit Operators, Private Sector)</p> <p>5.3.5 Utilize all reasonable measures to minimize transportation noise impacts, including noise barriers (where feasible), regulations on vehicle noise levels, and location of minor transportation facilities. (Cities, County, State and Federal Agencies)</p>
5.4 Transportation facilities should be located and designed to minimize disruption to environmental resources.	<p>5.4.1 Limit the development of transportation facilities within environmental resource areas. (Cities, County Public Works Agencies,</p>

I. Unincorporated Area

1. Unincorporated Area Findings

a. Historical Development

- 1) Until the middle of the 20th century, the Eden Township area of Alameda County was a highly productive agricultural and horticultural area.
- 2) Some relatively extensive subdivision activity took place in the unincorporated area during the 1920's. However, it was not until after World War II that the communities and areas experienced any major amounts of urban development.
- 3) Development during the 1950's and 1960's was predominantly single family in character. Since 1970 most new housing units have been added either as multiple-unit development infill within the existing urban area, or as predominantly single family development in the hill lands. Most of the recent, post 1975, development has been in the Castro Valley and Fairview hill areas.

b. Characteristics of the Population

- 1) Since first settlement in the mid-nineteenth century, a major part of population growth in the Eden Township has been in the unincorporated area. Until the post World War II era this development was predominantly rural in character.
- 2) Major amounts of urban development in the unincorporated area, as well as in the cities of Hayward and San Leandro, occurred between 1940 and 1960; the Eden Township captured half of the County's total population growth during this period, of which approximately 40 percent went to the unincorporated area.
- 3) Growth since 1960 has slowed considerably throughout the Township.
- 4) Between 1970 and 1978, total population in the unincorporated areas of the Planning Area declined by 7.2 percent to an estimated 105,400 persons.
 - a) Castro Valley, the largest unincorporated community in the Planning Area, declined in population by 2.6 percent from 1970-1978.
 - b) San Lorenzo had the largest proportional decrease in population, a 12.7 percent decline from 1970-1978.
- 5) Total household population in all the unincorporated areas also declined over the 1970-1978 period; it dropped 6.8 percent to an estimated 103,000 in 1978.
- 6) While both total and household populations have been declining over the last eight years, the number of households (i.e. occupied housing units) has been increasing. The total number of households in all of

the unincorporated area increased by 6.9 percent from 1970 to an estimated 38,450 in 1978.

- a) Castro Valley had the largest numerical and percentage increases in households (1,721 or 11.8 percent) with an estimated 16,300 households in 1978.
 - b) Unincorporated communities with the largest increases in the number of households, 1970-1978, experienced the more moderate levels of decline in household population.
- 7) The average household size (i.e. average number of persons per household) has been declining since 1970. Household size in the unincorporated areas in the Planning Area averaged 3.07 persons per household in 1970 and by 1978 had declined 12.7 percent to 2.68 persons per household.
 - a) San Lorenzo had the largest average household sizes of any unincorporated area in 1970 and 1978 with 3.50 and 3.01 persons per household respectively.
 - b) Cherryland had the smallest average household sizes: 2.59 in 1970 and 2.30 in 1978.
 - 8) In most of the unincorporated communities there were significant increases in one and two person households, and similarly significant declines in households of four or more persons.

c. Residential Development

- 1) In 1972 there were an estimated 6,220 net acres of residential land use in the unincorporated area. Another 1,180 acres of land zoned for residential development were vacant.
- 2) From 1970 to 1978 there was a net increase of approximately 2,400 housing units in the unincorporated area, approximately one quarter of the net increase of 10,200 units in the Eden Planning Unit. Seventy eight percent of unincorporated area units were in multiple unit structures.
- 3) Compared to development in Hayward and San Leandro, the unincorporated area had a relatively high rate of multi-family residential development in smaller, two to four unit structures (26 percent of new multi-family units, compared to rates of 7 and 10 percent in Hayward and San Leandro).
- 4) Excepting Castro Valley and the Fairview Area, most of the unincorporated areas experienced no gains, or net losses in single family units. Most new units were in multiple residential projects.
- 5) As of January 1, 1978, three quarters of approximately 39,400 units in the unincorporated places and areas were in single family detached structures.

- 6) A high percentage of multi-family units were in duplex, triplex, and fourplex structures; 22 percent of unincorporated area multiples were in duplexes, and 19 percent were in three and four unit structures.
- 7) Most units in the unincorporated area had two and three bedrooms (78 percent of total units): 13 percent were studio and one bedroom residences; and 9 percent of the total had four or more bedrooms.
- 8) Areas such as Ashland, Cherryland and Hayward Acres, with a high percentage of rental units, also had a high proportion of smaller units (studios, one and two bedroom units). Conversely, the other areas, with higher proportions of owner occupied and sale units, had a greater percentage of larger residences.
- 9) Based on an assessment of existing zoning, there is potential for development of approximately 17,000 additional housing units in the unincorporated area, most of which is located in the Castro Valley and Fairview areas. This assumes full development which is unlikely given local and countywide concerns.

d. Commercial and Industrial Development

- 1) In 1972 there were approximately 360 developed commercial acres (480 gross acres including adjoining streets). This was approximately one quarter of the total developed commercial land in the Eden Planning Unit.
- 2) Most commercial uses are located in "strip" developments along the major arterials; there is less concentrated commercial development along major collectors. There are no regional shopping centers in the unincorporated area, although two regional centers, in Hayward and San Leandro, are within convenient driving distance of most unincorporated area residents.
- 3) An estimated 30 acres of commercially zoned land in the unincorporated area were totally vacant in 1972 (this does not include underdeveloped sites). Another 150 acres zoned commercial were in non-conforming uses.
- 4) Approximately 190 net acres or roughly 230 gross acres of land in the unincorporated area were in industrial use; most of this development was in the Hayward and San Lorenzo shoreline area. Most vacant, industrially zoned land is also in these two areas. Of an estimated 1,332 acres total, only approximately 160 acres are available for development. The remainder will remain in salt production or become part of the Regional Shoreline open space area.
- 5) Commercial activity in the unincorporated communities and areas, in terms of sales, has been relatively minor when compared to activity in Hayward and San Leandro. Although twenty-eight

percent of all establishments in the Eden Planning Unit area (Hayward, San Leandro and the unincorporated communities of Ashland, Cherryland, Castro Valley and San Lorenzo) were in the unincorporated communities, these captured only thirteen percent of total taxable sales in the Eden area.

- 6) The average taxable transactions of almost all types of establishments in the unincorporated communities was substantially lower than transactions by comparable establishments in the two cities.
- 7) A relatively minor part of recent commercial and industrial building activity in the Eden Planning Unit has been within the unincorporated communities and areas. From 1972 thorough 1977 a total of 3,485 permits were issued for commercial and industrial construction in the Unit; these had an estimated value of \$221 million. Of this, only 217 permits were issued for construction in the unincorporated area; these had a value of \$9.6 million, or only 4.3 percent of the estimated value of all commercial/ industrial permits issued in the Planning Unit. Most commercial industrial building activity was in the City of Hayward.

e. Public Services

- 1) Public uses comprised approximately eight percent of the unincorporated area land area. Most of this was in school sites and other smaller institutions. There were 170 net acres of local parks in 1972.
- 2) Public services and facilities were provided to most of the unincorporated urban area by a number of special function agencies.

2. Unincorporated Area Policies

a. General Development Policies

1) Extent of Urban Area

OBJECTIVE 1: To establish a limit to urban development as a basis for defining long term requirements for urban services and facilities, and in order to minimize the effects of future urban development on open space and environmental qualities.

Principle

- 1.1 All new urban development in the unincorporated area should be located within the existing urban area, on sites immediately adjoining the urban area where development will be limited in extent, and on other sites adjoining the urban area for which final or preliminary development approval has been granted by the County. New urban development outside these specified areas will be discouraged except where it is required to meet compelling social, economic and/or environmental objectives and where no acceptable alternative locations are available.

Implementation

- 1.1.1 Zone lands outside the urban area for appropriate open space uses. Review and revise zoning as required. (County Planning Department)
- 1.1.2 Include privately owned open space lands outside the urban area in agricultural preserves. (County Planning Department)

2) Availability of Urban Services

OBJECTIVE 2: To assure that all new development is adequately provided with basic urban services consistent with current and projected service capabilities, with fiscal constraints, and with the need to maintain and/or improve levels of service to existing development.

Principle

- 2.1 All new urban development shall be provided adequate basic urban services and facilities, including roads, flood control, drainage, erosion and siltation control facilities, public transit service, water supply and sewage collection, treatment and disposal services, educational services, and police and fire protection services.
- 2.2 Basic urban services to new and existing urban development shall normally be provided by existing public service agencies:
- New single purpose or limited purpose service districts or entities should not be established to serve new development.
 - Private associations should not be assigned responsibilities for operation, maintenance and management of basic services; special assessment entities, however, may be formed to meet capital and operating costs.

Implementation

- 2.1.1 Require that adequate services and facilities be available or provided as a condition of approval of subdivision, site development and construction applications, and of changes in zoning. (County Planning Department, County Building Inspection Division)
- 2.2.1 Require projects to obtain basic urban services from existing agencies; require annexation, where necessary, as a condition of subdivision, site development and rezoning approval. (County Planning Department, LAFCo)
- 2.2.2 Prohibit the use of private associations for operation and maintenance of basic urban services and facilities, except where a level of responsibility and expertise equivalent to that of a public agency can be guaranteed. (County Planning Department, LAFCo)

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| 2.3 | New urban development in areas outside current service limits should not be permitted if it will result in a reduction in the level of service to existing and/or planned uses within the service area, or result in an inequitable distribution of service costs in relation to benefits received. | 2.3.1 | Evaluate current service/facilities capabilities in relation to potential development permitted by plan policy. As required, adopt growth management policies and guidelines to govern the allocation of limited service resources. (County Planning Department, County Public Works Agency, Service Agencies) |
| | | 2.3.2 | Review and, as required, revise zoning. (County Planning Department) |
| 2.4 | New development should be encouraged in areas where there is sufficient surplus capacity in existing or planned service facilities to provide for increased demand without exceeding acceptable levels of service. | 2.4.1 | Collect and disseminate information on developable sites. (Chambers of Commerce, County Planning Department) |
| | | 2.4.2 | Revise zoning to allow for higher densities where otherwise consistent with plan objectives and principles. (County Planning Department) |
| 2.5 | Where surplus service capacity is limited, priority for its use should be given to those projects providing substantial social, economic and environmental benefits to the community and the County. | 2.5.1 | Evaluate current service/facilities capabilities in relation to potential development permitted under plan policy and by zoning. As required, adopt growth management policies and guidelines to define service priorities and to govern the allocation of limited service resources. (County Planning Department, County Public Works Agency, Service Agencies) |
| 2.6 | To the extent possible, the costs and benefits of providing public services and facilities should be equitably distributed. New development will normally be required to meet capital and, where feasible, operating service costs (through special fees, land dedications, assessments) where these exceed costs normally associated with serving other development in the community. | 2.6.1 | Evaluate fiscal impacts of development proposals. (County Planning Department) |
| | | 2.6.2 | Require fees and/or land dedication as a condition of project approval. (Service Agencies) |
| | | 2.6.3 | Assess monthly or annual fees commensurate with service costs. (Service Agencies) |

3) Environmental Setting - Resources

OBJECTIVE 3: To conserve and protect significant environmental, energy, archaeological and historical resources; to minimize the adverse and disruptive effects of development on these resources.

Principle

Landform

- 3.1 In accord with other related plan principles, development within and adjoining the existing urban area should provide for maximum retention of natural topographic features, and especially those features which are highly visible from within the existing urban area. Grading should be designed to preserve, complement and/or blend with the natural contours and undulations of the land.

Implementation

- 3.1.1 Require environmental review of development in areas of environmental significance. (County Planning Department)
- 3.1.2 Enforce provisions of zoning, subdivision and building ordinances. Adopt and enforce a grading ordinance. (County Planning Department, County Public Works Agency)

Soil Erosion and Sedimentation

- | | | | |
|-----|--|-------|--|
| 3.2 | Public and private projects should be controlled so that they do not result in rates of erosion and sedimentation in excess of natural | 3.2.1 | Require environmental review of development proposed of potential soil erosion. (County Planning Department) |
|-----|--|-------|--|

Principle

rates when completed and acceptable controlled rates during site development and construction periods.

Implementation

3.2.2 Enforce applicable provisions of zoning, subdivision and building ordinances. Adopt and enforce a grading ordinance. (County Planning Department, County Public Works Agency)

3.2.3 Restore water bodies and flood control facilities to their natural or design condition where sedimentation has occurred. Assess projects which have contributed to the sedimentation problem a proportional part of cleanup expenses. (County Public Works Agency)

Water Resources

3.3. The quality of surface runoff from urban development should be controlled in order to minimize contamination of surface waters (creeks, streams, lakes, reservoirs, and the Bay and its estuaries) and groundwaters.

3.3.1 Through the regional Environmental Management Plan, evaluate alternative methods to control urban runoff; implement those determined to be most effective. (ABAG, County Public Works Agency, Service Agencies)

3.4 The use of existing private septic tank systems should be monitored and carefully regulated in order to ensure against degradation of ground and surface water resources. Additional development in the urban area using septic tank systems will be discouraged.

3.4.1 Enforce provisions of building and plumbing codes. (County Building Inspection Division)

3.4.2 Regulate use of septic tank systems. (County Health Care Services Agency)

3.5 Conservation of water should be encouraged in existing and new development.

3.5.1 Develop and incorporate water conservation standards into application and permit procedures. (County Planning Department, Building Inspection)

Air Quality

3.6 Land uses producing air pollution which would result in unacceptable health conditions should be prohibited.

3.6.1 Enforce applicable provisions of the zoning ordinance. Review and, as required, revise zoning. (County Planning Department)

3.7 A pattern of urban development will be encouraged which will allow for decreased dependency on the private automobile as the principal transportation mode.

3.7.1 Encourage infill development and redevelopment. Revise zoning as required. (County Planning Department)

Scenic and Aesthetic Qualities

3.8 New development should be planned and constructed to fit and take advantage of conditions on-site and in the vicinity:

- Development should emphasize unique natural features such as changes in levels, vistas, unusual landscaping, rock outcroppings, and sloping terrain.
- Projects should be compatible, in design, use of materials, and landscaping, with surrounding development.
- To the extent possible, man-made features of neighborhood or community significance should be retained and incorporated into the project.

3.8.1 Utilize environmental review, site review, and planned development review procedures. Revise standards and guidelines as required. (County Planning Department)

3.8.2 Enforce zoning. Review and revise as required. (County Planning Department)

3.8.3 Review road, public facilities standards and revise as required. (County Planning Department, County Public Works Agency, Service Agencies)

Principle

Implementation

- Structures should be sited, grouped and shaped to complement one another and the natural landscape; to provide visual interest; and to create a sense of place within the project area.
- To the extent possible, natural vegetation, and especially large mature trees, should be preserved.
- Landscaping should be used to blend structures with the natural landscape.
- New public and private streets should be designed and constructed to minimize the scarring effects of grading.
- Streets should be landscaped and provided with lighting and street furniture in keeping with the scale and character of the development.
- Views of scenic areas and views from established scenic routes should be protected and enhanced.

3.9 Advertising signs should be restricted to commercial areas. The size, height, number and type of on-premise signs should be the minimum necessary to provide for identification of businesses. The design and location of business signs should be related to the type of activity they advertise and should be compatible with the visual character of the area surrounding them.

3.9.1 Enforce provisions of the County sign ordinance. (County Planning Department)

Biotic Resources

3.10 Development should be concentrated in those areas where native plant growth and wildlife habitat values are least significant, and should be clustered, where possible, to preserve adequately wide strips of native vegetation to connect larger tracts of natural habitat.

3.10.1 Require environmental review of projects in areas of significant environmental resource. (County Planning Department)

3.10.2 Utilize site review and planned development review procedures. Review standards and guidelines and revise, as required. (County Planning Department)

3.10.3 Develop and utilize specific policies and development guidelines for areas of environmental significance. (County Planning Department)

3.11 Native woodland communities, and especially riparian areas, should be protected from direct encroachment of development and from the adverse effects of increased water runoff, sedimentation or erosion that could result from development in adjacent areas.

3.11.1 Require environmental review of projects in or adjoining areas of significant environmental resources. (County Planning Department)

3.11.2 Utilize site review and planned development review procedures. Review standards and guidelines and revise as required. (County Planning Department)

Principle (3.11, cont.)	Implementation
<p>3.12. Natural riparian areas within and adjoining urbanized areas should be preserved except where existing development has already encroached upon the stream channel and where life or property are endangered. For these exceptions, the required flood control and channel stabilization improvements should be compatible with and should preserve as much as possible of the natural riparian character of the channel.</p>	<p>3.11.3 Develop and utilize specific policies and development guidelines for areas of environmental significance. (County Planning Department)</p>
<p>3.13 Native vegetation or drought tolerant exotic plant species should be utilized in hill development landscaping in order to reduce the need for toxic sprays and irrigation.</p>	<p>3.12.1 Incorporate provisions regarding riparian area protection into standards for flood control improvements. (Alameda County Flood Control and Water Conservation District)</p>
<p>3.14 Any increased runoff from urban development should be directed away from stands of native vegetation that could be damaged by overwatering.</p>	<p>3.13.1 Develop and utilize specific policies and guidelines for areas of environmental significance. (County Planning Department)</p>
<p>3.15 Lands containing highly significant biotic resources, including the following, should be left substantially undeveloped:</p> <ul style="list-style-type: none"> • Habitat of rare or endangered fish and wildlife, or species of economic value either commercially or as game species; • Habitat providing for seasonal concentrations of wildlife; • Wetlands supporting concentrations of waterfowl; • Riparian habitats; • San Francisco Bay, and Bay shoreline areas providing important habitat for marine species and birdlife; • Streams providing important habitat for anadromous fishes of economic significance; 	<p>3.13.2 Utilize environmental review, site review and planned development review procedures. Review standards and guidelines and revise as required. (County Planning Department)</p> <p>3.14.1 Develop and utilize specific policies and guidelines for areas of environmental significance. (County Planning Department)</p> <p>3.14.2 Utilize environmental review, and site and planned development procedures. Review standards and guidelines and revise as required. (County Planning Department)</p> <p>3.15.1 Zone resource areas for appropriate open space uses. (County Planning Department)</p> <p>3.15.2 Develop and utilize specific policies and guidelines for areas of significant environmental resources. (County Planning Department)</p> <p>3.15.3 Utilize site development and planned development procedures. (County Planning Department)</p>

Principle

- Open space areas having present or potential scientific and educational uses;
- Areas which support rare or endangered plant species; and
- Areas with quality examples of vegetative communities characteristic of the County and region.

Implementation

Energy

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|------|--|--------|--|
| 3.16 | All projects should be designed and constructed to achieve maximum feasible energy conservation. Energy conservation improvements should be made to existing structures and facilities where feasible. | 3.16.1 | Incorporate energy efficiency standards into the building code. (County Building Inspection Division) |
| | | 3.16.2 | Develop standards and programs to improve the energy efficiency of existing structures and facilities. (County Planning Department and County Public Works Agency) |
| 3.17 | The use of solar energy should be encouraged in all development. | 3.17.1 | Review and, as required, revise building code to include provisions regarding building orientation, and to allow for the safe use of passive and active solar systems. (County Building Inspection Division) |
| | | 3.17.2 | Review provisions to protect "sun rights" and, as required, incorporate into zoning ordinance. (County Planning Department) |

Archaeological and Historical Resources

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|------|--|--------|---|
| 3.18 | To the maximum extent possible, all historical and archaeological resources, including but not limited to those listed on official state and national registers, should be preserved and maintained. | 3.18.1 | Utilize an historic preservation zoning district where appropriate. (County Planning Department) |
| 3.19 | Site preparation and construction activities should allow for adequate identification and, where appropriate, preservation of historic and archaeological artifacts. | 3.19.1 | Utilize an historic preservation zoning district where appropriate. (County Planning Department) |
| | | 3.19.2 | Utilize environmental review procedures in archaeologically or historically sensitive areas. (County Planning Department) |
| | | 3.19.3 | Review and revise, as required, site development and subdivision standards and guidelines. (County Planning Department) |

4) Environmental Setting - Noise

OBJECTIVE 4: To prevent and suppress undesirable levels, frequencies and duration of noise and to minimize noise impacts on sensitive uses.

Principle	Implementation
4.1 The interior noise environment of all residential uses; of schools; and of hospitals, convalescent homes, and similar health care/residential facilities should not exceed 45 Ldn.	4.1.1 Review and, as required, revise applicable codes and ordinances. (County Planning Department, County Building Inspection Division, County Health Care Services Agency) 4.1.2 Review development for noise impacts (County Planning Department; Transportation and Services Agencies)
4.2 Exterior noise levels should not exceed: <ul style="list-style-type: none">• 60 Ldn for single family residential uses.• 65 Ldn for multi-family residential uses and transient lodgings.• 70 Ldn for schools, libraries, churches, hospitals, nursing homes, and playgrounds and neighborhood parks.• 70 Ldn for commercial uses.• 75 Ldn for industrial uses and agricultural areas; and• 75 Ldn for active outdoor recreation areas such as golf courses, water recreation areas, riding stables, etc.	4.2.1 Adopt and enforce a noise ordinance (County Planning Department, County Building Inspection Division, County Health Care Services Agency) 4.2.2 Review development for noise impacts. (County Planning Department; Transportation and Service Agencies) 4.2.3 Utilize zoning to regulate the location of noise-sensitive uses. (County Planning Department)
4.3 New projects should not be permitted where noise generated by the proposed use will result in interior and/or exterior noise standards being exceeded.	4.3.1 Enforce applicable provisions of the zoning ordinance. Modify ordinance as required and/or adopt and enforce a noise ordinance. (County Planning Department, County Health Care Services Agency) 4.3.2 Review development proposals for potential noise impacts. (County Planning Department) 4.3.3 Regulate the siting of major transportation facilities. (County Planning Department, County Public Works Agency, Transportation Agencies)
4.4 To the extent feasible, noise should be reduced at the source or so contained as to minimize the need for noise barriers and to allow greater flexibility in the use of adjoining sites.	4.4.1 Adopt and enforce a noise ordinance. (County Planning Department, County Building Inspection Division, County Health Care Services Agency) 4.4.2 Enforce and, as required, expand noise standard provisions of the zoning ordinance and building code. (County Planning Department, County Building Inspection Division) 4.4.3 Develop and enforce more stringent federal and state noise standards for motor vehicles. (State and Federal Regulatory Agencies)

5) Environmental Setting - Hazards

OBJECTIVE 5: To minimize the potentially adverse effects of environmental hazards on development; to ensure that all new development is located, designed and constructed to minimize risks of property damage, personal injury and loss of life resulting from an earthquake, landslide, flood, or major wildland or urban fire.

Principle

5.1 New development should not be permitted in areas of severe environmental hazard, unless mitigated by proper corrective measures, if such development would 1) subject citizens to unnecessary and unacceptable risk; 2) aggravate existing hazards; and/or 3) entail excessive public expenditures for the installation and/or maintenance of facilities or services or for the provision of emergency services in the event of a natural catastrophe.

Implementation

- 5.1.1** Develop specific plans and/or specific policies and guidelines to govern development in areas of severe environmental hazard. (County Planning Department)
- 5.1.2** Maintain and constantly update an environmental hazards data base to accurately identify hazards. (County Planning Department, County Geologist)
- 5.1.3** Establish specific standards to define unacceptable risk. (County Planning Department, County Geologist)
- 5.1.4** Require special studies and investigations in areas of known or potential environmental hazard. (County Planning Department, County Building Inspection Division)

Geologic - Seismic Hazards

5.2 To the extent possible, projects should be designed to accommodate seismic shaking or should be sited away from areas subject to hazards induced by seismic shaking (land-sliding, liquefaction, lurching, etc.) where design measures to mitigate the hazards will be uneconomic or will not achieve a satisfactory degree of risk reduction.

5.3 All structures should be designed and constructed to withstand groundshaking forces of a minor earthquake without damage, of a moderate earthquake without structural damage, and of a major earthquake without collapse. Critical and essential structures and facilities should be designed and constructed to remain standing and functional following a major earthquake.

5.4 Structures should be located at an adequate distance away from active fault traces, such that surface faulting is not an unreasonable hazard.

- 5.2.1** Enforce building code provisions requiring soils and/or geologic reports for sites affected by potentially hazardous geologic and soils conditions. (County Building Inspection Division, County Planning Department)
- 5.3.1** Require all new construction to meet the most current, applicable lateral force requirements. (County Building Inspection Division, State Regulatory Agencies)
- 5.4.1** Require applications for development within Alquist-Priolo Study Zones to include geologic data demonstrating either that the subject property is not traversed by an active or potentially active fault, or that an adequate setback can be maintained between the fault trace and the proposed new construction. (County Building Inspection Division, County Planning Department)

Principle	Implementation
(5.4 cont.)	<p>5.4.2 Require sites to be developed and all structures to be designed and constructed in accordance with recommendations contained in the soil and geologic investigations reports. (County Planning Department, County Building Inspection Division)</p>
<p>5.5 Major transportation facilities (e.g. freeways, rail rapid transit) and underground utilities should be planned to cross active fault traces a minimum number of times, and should be designed to accommodate fault displacement without major damage that would cause long term and unacceptable disruption of service. Utility lines should be equipped with mechanisms to shut off flows in the event of fault rupture.</p>	<p>5.5.1 Regulate the extension of utility lines in fault zones. (County Planning Department, County Public Works Agency, Utility Agencies, State Regulatory Agencies)</p> <p>5.5.2 Establish and enforce design standards for transportation facilities and underground utility lines to be located in fault zones. (County Public Works Agency, Service Agencies, State Agencies)</p>
<p>5.6 Aspects of all development in hill areas, including grading, vegetation removal, and drainage, should be carefully controlled in order to minimize erosion and disruption to natural slope stability.</p>	<p>5.6.1 Require soils and/or geologic reports for development proposed in areas of erodable soils and potential slope instability. (County Planning Department, County Building Inspection Division)</p> <p>5.6.2 Require site development and construction to be in compliance with soil and geologic investigations report recommendations. (County Planning Department)</p>
<p>5.7 Within areas of demonstrated or potential slope instability, development should be undertaken with caution and only after existing geological and soil conditions are known and considered. In areas subject to possible widespread major landsliding, only very low density development should be permitted, consistent with site investigations; grading in these areas should be restricted to minimal amounts required to provide access.</p>	<p>5.7.1 Require soils and/or geologic reports for development proposed in areas of potential slope instability. (County Planning Department, County Building Inspection Division)</p> <p>5.7.2 Require site development and construction to be in compliance with soil and geologic investigations report recommendations. (County Planning Department, County Building Inspection Division)</p>
<p>5.8 Structures should generally be located away from shoreline areas subject to tsunami inundation, except where they can feasibly be designed to withstand the effects of inundation.</p>	<p>5.8.1 Require site studies where development is proposed in areas tentatively identified as subject to inundation. (County Planning Department, County Building Inspection Division, Service Agencies)</p> <p>5.8.2 Require construction to be in compliance with study recommendations. (County Planning Department, County Building Inspection Division, Service Agencies)</p>

Principle

5.9 All existing structures or features of structures which are hazardous in terms damage, threat to life, or loss of critical and essential function in the event of an earthquake should be brought into conformance with applicable seismic and related safety (Fire, toxic materials storage and use) standards through rehabilitation, reconstruction, demolition, or the reduction in occupancy levels or change in use.

Implementation

- 5.9.1 Pursue programs to identify and correct existing structural hazards, with priority given to hazards in critical, essential and high occupancy structures; and in structures built prior to the enactment of applicable local or state earthquake design standards. (County Building Inspection Division, State Regulatory Agencies)
- 5.9.2 Support regional or statewide programs providing funding or technical assistance to local governments to allow accurate identification of existing structural hazards in private development and providing assistance to public and private sectors to facilitate and to minimize the social and economic costs of hazard abatement. (County Planning Department, County Building Inspection Division, State Agencies)
- 5.9.3 Continue to require the upgrading of buildings and facilities to achieve compliance with current earthquake bracing requirements as a condition of granting building permits for major additions and repairs. (County Building Inspection Division)
- 5.9.4 Continue, and as required, expand programs to provide the public information regarding seismic hazards and related structural hazards. (County Planning Department, Office of Emergency Services)

Wildland and Urban Fire Hazards

5.10 Urban and rural development and intensive recreational facilities and activities should be discouraged in hill open space areas lacking an adequate water supply or nearby and available fire protection facilities.

5.11 Hill area development, and particularly that adjoining heavily vegetated open space areas, should incorporate careful site design, use of fire retardant building materials and landscaping, development and maintenance of fuel breaks and vegetation management programs, and provisions to limit public access to open space areas in order to minimize wildland fire hazards.

5.12 Development should generally be discouraged in areas of high wildland fire hazard where vegetation management programs, including the creation and maintenance of fuel breaks to separate urban uses from wildland areas, would result in unacceptable impacts on open space, scenic and ecological conditions.

5.10.1 Limit or prohibit development and activities in areas lacking adequate water and fire-fighting facilities. (County Planning Department)

5.11.1 Enforce design standards and guidelines through the site development, planned development and subdivision review processes. (County Planning Department)

5.11.2 Require environmental impact assessment for development proposals in areas of severe fire hazard. (County Planning Department)

5.12.1 Require environmental impact assessment for development proposals in areas of severe fire hazard. (County Planning Department)

5.12.2 Enforce, and as required, revise development standards. (County Planning Department)

Principle

- 5.13 All urban and rural development, existing and proposed, should be provided with adequate water supply and fire protection facilities and services. Facilities serving hill area development should be adequate to provide both structural and wildland fire protection.
- 5.14 Uses involving the manufacture, use or storage of highly flammable (or toxic) materials should be located at an adequate distance from other uses and should be regulated to minimize the risk of on-site and off-site personal injury and property damage. The transport of highly flammable materials by rail, truck, or pipeline should be regulated and monitored to minimize risk to adjoining uses.
- 5.15 Structures, features of structures, or uses which present an unacceptable level of risk of fire should be brought into conformance with applicable fire safety standards.

Flood Hazards

- 5.16 New structures located within the flood fringe of a one-hundred year flood plain should be flood proofed and designed and located to allow unrestricted flow of floodwaters. New structures should not be permitted in the floodway of a 100-year flood plain.
- 5.17 Surface runoff from new development should be controlled by on-site measures including, but not limited to structural controls and restrictions regarding changes in topography, removal of vegetation, creation of impervious surfaces, and periods of construction, such that the need for off-site flood and drainage control improvements is minimized and such that runoff from development will not result in downstream flood hazards.

Implementation

- 5.13.1 Enforce applicable provisions of the subdivision ordinance. (County Planning Department)
- 5.14.1 Enforce applicable provisions of zoning ordinance and building code. (County Planning Department, County Building Inspection Division)
- 5.14.2 Utilize zoning to segregate potentially hazardous uses. (County Planning Department)
- 5.15.1 Enforce applicable provisions of the building code. (County Building Inspection Division)
- 5.15.2 Encourage fire safety public education and information programs. (County Office of Emergency Services; Fire Protection Agencies)
- 5.16.1 Enforce applicable provisions of the building code. (County Building Inspection Division)
- 5.17.1 Require environmental assessment of project impacts. (County Planning Department)
- 5.17.2 Utilize site development and planned development district review. (County Planning Department, County Building Inspection Division)

b. Residential Land Use Policies

OBJECTIVE 1: To ensure a supply of housing adequate to meet the need of persons and households choosing or needing to live in the unincorporated communities.

Principle

1.1 A mix of affordable housing should be provided consistent with the needs of all income groups. Priority should be given to maintaining and improving the supply of housing available to low and moderate income households.

1.2 The housing supply should include a mix of rental and sale housing units which is consistent with demand for these types of units.

1.3 Adequate housing opportunities should be ensured for population groups with special housing needs. Housing facilities for these groups should, to the extent possible, be integrated into existing residential neighborhoods, and sited to provide convenient access to public and private services and facilities. Concentrations of subsidized housing should be avoided.

1.4 An appropriate portion of all housing, and in particular, rental housing, should be designed to meet the needs of families with children.

Implementation

1.1.1 Participate in state and federal housing programs. (County Housing and Community Development Division, Housing Authority)

1.1.2 Evaluate potential impacts of public and private projects on the existing housing supply. Restrict development or require that adequate replacement housing be provided when projects will result in substantial losses of low and moderate cost housing units. (County Planning Department)

1.2.1 Utilize subdivision ordinance and/or specific guidelines to regulate the conversion of multi-family rental units to condominiums. Review zoning, site development guidelines and, as required, revise to encourage the conversion of owned housing into rentals as necessary. (County Planning Department)

1.2.2 Develop information on area rental housing availability in assessing demand for rentals. (County Planning Department, County Housing Authority, Private Sector)

1.3.1 Establish specific policy and guidelines to govern the location of housing for groups with special housing needs. (County Planning Department)

1.4.1 Develop specific policy and guidelines to govern building design of family oriented rentals. (County Planning Department)

1.4.2 Enforce provisions of the building code; review and revise as required. (County Building Inspection Division)

1.4.3 Define "appropriate portion" through review of Housing Element and other General Plan findings and policies and subsequently developed information. (County Planning Department)

OBJECTIVE 2: To ensure a supply of sound housing units in safe and attractive residential neighborhoods.

Principle

- 2.1 All housing should be adequately maintained and, where required, rehabilitated to protect the health and safety of residents, rehabilitated.
- 2.2 The quality of residential neighborhoods should be maintained and improved. Incompatible residential and non-residential projects should be excluded where they would significantly impair desirable residential qualities. Public facilities in and services to residential areas should be adequately maintained and, where necessary, improved.
- 2.3 All residential projects should be sited, designed and landscaped to: ensure privacy and adequate light, air and ventilation to units and residential open space areas; provide adequate and usable private indoor and outdoor spaces; and ensure adequate visual and acoustical buffering and/or separation between residential units and adjoining non-residential units and major transportation facilities.

Implementation

- 2.1.1 Enforce applicable provisions of the housing and building codes. (County Planning Department)
- 2.1.2 Require, as a condition of property transfer, building inspection and necessary repairs to meet health and safety standards. (County Building Inspection Division)
- 2.1.3 Continue housing rehabilitation programs. (County Housing and Community Development Division)
- 2.2.1 Determine environmental impacts of residential and non-residential projects proposed within or adjoining residential areas. (County Planning Department, Cities)
- 2.2.2 Utilize provisions of site review and planned development review to minimize impacts. Review and revise, as required. (County Planning Department)
- 2.2.3 Provide adequate funding for maintenance and improvement of public facilities within and services provided to residential areas. (County Planning Department, County Public Works Agency, and Service Agencies)
- 2.3.1 Enforce applicable provisions of the zoning ordinance; review and revise as necessary. (County Planning Department)

OBJECTIVE 3: To minimize the social, economic and environmental impacts of new residential development.

Principle

- 3.1 New residential development should be encouraged to locate on vacant or under-utilized sites within the existing urban area, and where development would result in more efficient use of existing public services and facilities and improve housing opportunities close to employment centers, shopping areas, and major transportation facilities.

Implementation

- 3.1.1 Review and, as appropriate, revise zoning districts and regulations, and site development and planned development district standards and guidelines to favor infill development. (County Planning Department).
- 3.1.2 Review and, as appropriate, revise service related development fees and assessments to encourage development in areas where minimal improvements to infrastructure would be required. (Service Agencies, County Administrators)

Principle

3.2. In terms of site planning and building design, all new residential projects should be compatible with adjoining residential uses.

3.3 Residential projects should utilize a variety of housing types, unit clustering, and special construction techniques, where these will preserve natural topographic, landscape and scenic qualities.

Implementation

3.2.1 Enforce applicable provisions of the zoning ordinance. (County Planning Department)

3.2.2 Review development potential under current zoning, and revise zoning, where required, to ensure compatibility with existing uses. (County Planning Department)

3.2.3 Utilize site development and planned development district review provisions. Review standards and revise, as required. (County Planning Department)

3.3.1 Establish specific policies and guidelines for development in areas of significant environmental resources and hazards. (County Planning Department)

3.3.2 Apply planned development district zoning to these areas. Review and, as required, revise development standards. (County Planning Department, County Building Inspection Division)

OBJECTIVE 4: To guide new residential development, varied as to density and type, to locations where this development will be most compatible with existing residential and non-residential uses.

Rural Density Residential Uses

Principle

4.1 Rural density residential development should be located on the periphery of the urban area.

4.2 Existing concentrations of large lot residential uses in rural areas outside the urban area should be maintained. Minimal residential infill on existing vacant parcels may be permitted consistent with service and environmental constraints. Further subdivision to create new residential building sites in rural locations will be discouraged.

Implementation

4.1.1 Review zoning and revise, as required. (County Planning Department)

4.2.1 Review zoning and revise, as required. (County Planning Department)

4.2.2 Regulate the subdivision of parcels in rural residential areas. (County Planning Department)

Suburban and Low Density Residential Uses

4.3 Low and suburban density residential development may locate throughout the urban area, but generally should be excluded from areas required for commercial uses, for park and public facilities, or from areas otherwise qualifying under these policies for medium and high density, multi-family residential uses.

4.4 Within existing, predominantly single family developed residential areas, the density of new, suburban and low density residential development should be equal to the typical, or average density of surrounding fully developed residential uses.

4.3.1 Review zoning and revise, as required. (County Planning Department)

4.4.1 Review zoning and revise, as required. (County Planning Department)

Principle

- 4.5 Outside of existing residential areas, the density of new suburban or low density residential development should reflect site conditions and service and facilities constraints but should otherwise not exceed a density of one unit per five thousand square feet of project site area.
- 4.6 Suburban and low density residential projects may include attached and/or detached residential units, provided that the development is otherwise compatible, in scale, bulk, and siting with surrounding residential uses. Attached and semi-attached unit development will be encouraged in areas where unit clustering will allow significant natural or man-made features to be preserved.
- 4.7 All suburban and low density residential projects should provide adequate, usable open space directly accessible to each unit at the ground level.

Implementation

- 4.5.1 Review zoning and revise, as required. (County Planning Department)
- 4.6.1 Review zoning and revise, as required. (County Planning Department)
- 4.6.2 Require assessment of environmental impacts for development proposed in areas of significant environmental resources or hazards. (County Planning Department)
- 4.7.1 Review zoning and revise, as required. (County Planning Department)

Medium and High Density Residential Uses

- 4.8 New medium and high density residential development, of attached and/or semi-attached units, should be located:
- Within the central areas of each community, on sites adjoining or in close proximity to major commercial areas and centers;
 - As infill within areas where there are existing concentrations of medium and high density, multi-unit residential units;
 - Within areas of comparison, customer intensive, and office commercial use if the residential uses are an integrated part of a multi-use or mixed use project, and if the residential uses do not preclude commercial development or otherwise interfere with commercial activities.
 - In other urban area sites located on or with their principal access to a major street (collector or arterial), and within convenient walking distance, not to exceed 1/4 mile of convenience commercial uses, park and recreation facilities, and public transit service.
- 4.9 The density of new medium and high density residential projects should normally be consistent with that of surrounding multi-unit uses, and/or with site and area service and environmental conditions.

- 4.8.1 Review zoning and revise, as required. (County Planning Department)
- 4.8.2 Adopt specific plans, as required. (County Planning Department)
- 4.9.1 Review zoning and revise, as required. (County Planning Department)
- 4.9.2 Utilize site development and planned development provisions. (County Planning Department)

Principle

Mobilehome Facilities

- 4.10 Mobilehome facilities should be permitted in areas of medium and high density residential uses. Facilities should be designed to provide safe and attractive residential environments, and should be sufficiently large to allow for the economic development and maintenance of drives, landscaped areas and community/recreation facilities. Densities should, to the extent possible, be compatible with that of surrounding residential uses.
- 4.11 Existing mobilehome facilities within commercial, industrial or single family residential areas may be retained but should be upgraded where required to achieve safe and attractive residential environments. In general, expansion of these existing facilities into adjoining areas should be discouraged.

Implementation

- 4.10.1 Enforce provisions of the zoning ordinance. Review and revise as required. (County Planning Department)
- 4.11.1 Enforce applicable County and State health and safety regulations. (County Health Care Services Agency, County Building Inspection Division)
- 4.11.2 Review and, as required, revise applicable provisions of the zoning ordinance. (County Planning Department)

c. Commercial Land Use Policies

OBJECTIVE 1: To provide areas and facilities adequate to serve the retail and service needs of residents and businesses; to minimize potential adverse impacts which commercial development may have on adjoining land uses and environmental qualities.

Principle

- 1.1 Areas containing a number of commercial sites and/or establishments should remain in commercial use and serve as the core of any further commercial development, consistent with other plan principles and objectives.
- 1.2 New commercial development should not be permitted within established residential or industrial areas, except where there is a demonstrated need for commercial uses auxiliary to the principal land uses.
- 1.3 All commercial development should be compact and provide for efficient use of sites. All commercial projects should provide adequate usable building area for proposed uses, sufficient area for off-street parking and loading activities, convenient access from major public streets and should be designed to ensure pedestrian and vehicular safety.
- 1.4 All new commercial development should be coordinated with existing uses and potential future development. Projects should not result in on-site or area traffic congestion or in hazards to pedestrians. Projects should not block or preclude effective commercial development of contiguous parcels or areas planned for commercial use. New development should, to the extent possible, improve the overall amenity and convenience of commercial areas.

Implementation

- 1.1.1 Review zoning, and revise as required. (County Planning Department)
- 1.2.1 Review zoning, and revise as required. (County Planning Department)
- 1.3.1 Review zoning, and revise as required. (County Planning Department)
- 1.3.2 Utilize site development review provisions. Review and revise standards and guidelines as required. (County Planning Department)
- 1.4.1 Utilize site development review provisions. Review standards and guidelines and revise as required. (County Planning Department)
- 1.4.2 Develop specific plans, where required. (County Planning Department)

Principle

Implementation

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| 1.5 | New commercial establishments, and particularly those types not currently represented, should be encouraged to locate in established commercial areas, consistent with the needs of residents and of other businesses. | 1.5.1 | Coordinate planning activities with local information and promotional programs. (County Planning Department, local Chambers of Commerce) |
| 1.6 | All commercial projects should front on or obtain their primary access from a major street, or from other streets which are predominantly commercial. | 1.6.1 | Utilize site development review provisions. (County Planning Department) |
| | | 1.6.2 | Review zoning and revise as required. (County Planning Department) |
| 1.7 | Traffic generated by commercial uses should be diverted away from local residential streets, through appropriate on-site or off-site measures. | 1.7.1 | Utilize site development review provisions. (County Planning Department) |
| | | 1.7.2 | Coordinate public street and private on-site circulation and transportation systems. (County Planning Department, County Roads Division of Public Works Agency, CalTrans, Transit Operators) |
| 1.8 | Commercial development should provide adequate buffering (eg. use of walls, landscaping, setbacks), design measures (e.g., location of parking areas, loading facilities, storage facilities), and should regulate on-site activities (e.g. hours, scheduling of deliveries) in order to minimize impacts on adjoining residential areas. | 1.8.1 | Utilize site development review provisions. (County Planning Department) |
| | | 1.8.2 | Review zoning and revise as required. (County Planning Department) |
| 1.9 | All major commercial centers and areas should be adequately served by public transit. | 1.9.1 | Coordinate area development with transit planning programs. (County Planning Department, Transit Operators) |

Comparison and Customer Intensive Commercial Uses

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|------|--|--------|---|
| 1.10 | Retail and service establishments which attract a high volume of customers and which depend upon a supportive cluster of other businesses for commercial success should be centrally located in each community in one or more interconnected shopping centers. | | |
| 1.11 | Incompatible commercial uses, including low-volume and predominantly automobile oriented commercial uses, should be excluded from comparison and customer intensive commercial centers and areas. | 1.11.1 | Review zoning and revise as required. (County Planning Department) |
| 1.12 | Comparison and customer intensive commercial centers and areas should be planned to provide convenient pedestrian access to and movement between establishments. | 1.12.1 | Utilize provisions of site development review; revise criteria and guidelines as required. (County Planning Department) |
| | | 1.12.2 | Develop specific plans. (County Planning Department) |

Principle

Heavy, Secondary, Low Volume and Automobile Oriented Commercial Uses

- 1.13 Commercial and light manufacturing or wholesaling uses requiring extensive indoor and/or outdoor areas for the storage of materials and goods, as well as drive-in uses, auto supply and building supply establishments, and other commercial uses not normally requiring close pedestrian proximity to other businesses should be located in areas which are peripheral to comparison and customer intensive commercial areas and centers.
- 1.14 Heavy, secondary, low volume and automobile oriented commercial uses should be located on sites having their principal access to major traffic arterials.

Implementation

- 1.13.1 Review zoning and revise as required. (County Planning Department)
- 1.14.1 Review zoning and revise as required. (County Planning Department)
- 1.14.2 Utilize provisions of site development review; revise criteria and guidelines as required. (County Planning Department)

Office and Medical Office Commercial Uses

- 1.15 Areas in which office and medical office commercial is the predominant use should be reserved for these uses and supporting uses and should serve as the core for further similar development, consistent with other plan principles and objectives.
- 1.16 Office uses may be located in areas otherwise reserved for comparison and customer intensive commercial uses, provided that they are accessory to the principal commercial uses and located in secondary locations (eg. on a second floor or at the side or rear of sites) where they do not displace comparison and customer intensive commercial frontage.
- 1.17 Office uses may be located in areas of heavy, secondary, low - volume and predominantly automobile oriented commercial uses.
- 1.18 Medical office and related facilities should be the principal commercial use in areas adjoining existing hospitals.
- 1.19 Supportive commercial uses may locate in areas where office or medical offices are the principal use but should not preempt the office uses.
- 1.20 Neighborhood commercial shopping centers, limited in size, should be provided in residential areas to provide for daily convenience shopping and service needs of neighborhood residents and to minimize vehicle miles travelled.

- 1.15.1 Review zoning and revise as required. (County Planning Department)
- 1.16.1 Review zoning and revise as required. (County Planning Department)
- 1.16.2 Utilize site development review provisions; revise criteria and guidelines as required. (County Planning Department)
- 1.17.1 Review zoning and revise as required. (County Planning Department)
- 1.18.1 Review zoning and revise as required. (County Planning Department)
- 1.19.1 Review zoning and revise as required. (County Planning Department)
- 1.19.2 Utilize site development review provisions. (County Planning Department)
- 1.20.1 Review zoning and revise as required. (County Planning Department)

Principle

- 1.21 Convenience shopping centers should be spaced such that each center has a service area approximately one mile in diameter, except where high population densities may support a closer spacing.
- 1.22 Each convenience shopping center or area should have an area of between three and five (net) acres.
- 1.23 Uses in convenience commercial areas should be limited to those typically providing for daily or weekly shopping needs of residents. Each center or area should include a grocery store and other related uses.
- 1.24 Existing convenience commercial areas or centers should be retained and may be expanded consistent with other plan principles and objectives, to improve service to area residents.
- 1.25 Convenience commercial facilities should be located on or near a street corner. They should be developed in attractively landscaped settings, preferably near to recreational and cultural facilities.
- 1.26 Convenience commercial uses should be permitted within central commercial areas, in conjunction with other commercial uses. Where possible, convenience commercial uses should be sited to minimize interference with comparison and customer intensive commercial uses.

Implementation

- 1.21.1 Review zoning and revise as required. (County Planning Department)
- 1.22.1 Review zoning and revise as required. (County Planning Department)
- 1.23.1 Review zoning and revise as required. (County Planning Department)
- 1.24.1 Review zoning and revise as required. (County Planning Department)
- 1.25.1 Review zoning and revise as required. (County Planning Department)
- 1.25.2 Utilize provisions of site development review; revise standards and guidelines as required. (County Planning Department)
- 1.26.1 Review zoning and revise as required. (County Planning Department)
- 1.26.2 Utilize provisions of site development review; revise standards and guidelines as required. (County Planning Department)

d. Industrial Land Use

OBJECTIVE 1: To retain existing industrial uses and to provide adequate sites for new industrial development; to minimize the adverse impacts of industrial development and activity on adjoining land uses and on environmental resources and hazards.

Principle

- 1.1 Any additional industrial development and redevelopment should first occur as infill within existing industrial areas and districts. Projects should be compatible with existing industrial uses in terms of type and intensity of use.
- 1.2 Any new industrial development in the unincorporated area, or change in industrial use, should normally be provided with basic urban services, including water and sewer service and fire protection service.

Implementation

- 1.1.1 Review zoning and revise as required. (County Planning Department)
- 1.1.2 Utilize provisions of site development review, and revise criteria and guidelines as required. (County Planning Department)
- 1.2.1 Utilize provisions of site development review and zoning. (County Planning Department)
- 1.2.2 Enforce applicable building code provisions. (County Building Inspection Division)
- 1.2.3 Require annexation to existing service districts (or to cities) as a condition of development approval. (County Planning Department)

Principle

Implementation

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| 1.3 Industrial uses should be regulated to minimize smoke, odor, glare, vibration, excessive noise and other adverse impacts on employees and on adjoining uses and areas. | 1.3.1 Enforce and, as necessary, revise zoning performance standards. (County Planning Department) |
| 1.4 Industrial uses should be adequately fenced and landscaped, and structures, parking areas and storage areas sited in order to minimize impacts on adjoining non-residential uses. | 1.4.1 Utilize site development review and zoning provisions. Review and, as required, revise standards and guidelines. (County Planning Department) |
| 1.5 Incompatible, non-industrial uses should not be permitted in industrial areas and districts except where they are auxiliary to the principle uses or where residential uses could be accommodated consistent with the policies of this Plan. | 1.5.1 Enforce zoning provisions. Review and, as required, revise. (County Planning Department) |
| 1.6 Industrial developments should include adequate off-street loading and unloading facilities and adequate parking areas for employees, autos and for trucks. | 1.6.1 Enforce zoning ordinance, utilize site development review process, review and, as required, revise standards and guidelines. (County Planning Department) |
| 1.7 Truck and employee traffic generated by industrial uses should generally be restricted from using streets in residential and commercial areas, unless serving those areas. Truck parking in non-industrial areas should be restricted. | 1.7.1 Designate, sign and enforce truck routes and truck parking areas. (County Sheriff's Department) |
| 1.8 Industrial districts and areas should be served by adequate and efficient transit service. | 1.8.1 Review and, as required, revise transit service programs. (Transit Operators) |
| 1.9 Industrial structures, facilities, and sites should be adequately maintained in order to enhance the appearance and economic viability of industrial areas. | 1.9.1 Enforce and, as required, revise zoning and building code provisions. (County Planning Department, County Building Inspection Division) |

e. Public Facilities and Services Policies

1) General

OBJECTIVE 1: To ensure the efficient provision of public facilities and services adequate to meet the need of area residents and businesses; to provide for the equitable distribution of public services and facilities costs and benefits.

Principle

Implementation

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| 1.1 Public utility and facility improvements should be designed to serve only that urban development which is or would be in accord with the principles and objectives of this Plan. | 1.1.1 Review and, as required, revise service and facilities capital improvement programs. (Service Agencies) |
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Principle

1.2 Priority for allocating limited public funds to provide new or improved services and facilities should be to developed areas within existing service areas, and in particular, the following:

- Areas where existing service and facility deficiencies present or contribute to a serious hazard to public health and safety.
- Areas where the improvements to facilities and services may be expected to positively stimulate the maintenance and/or rehabilitation of private property and other private investment in accordance with policies in this Plan.
- Areas where the lack of adequate public services and facilities, or deficiencies therein, seriously restricts planned development.
- Areas where facilities and services are provided at levels below accepted community and planning standards; and
- Areas where improvements to facilities and services will enhance the aesthetic quality of existing development.

1.3 Public agencies should continue to assume responsibility for the provision of traditional basic urban services and facilities to existing and new development within their jurisdiction and, through appropriate annexation, to new, planned development within the unincorporated urban area (as defined) but currently outside their service area boundaries.

Implementation

1.2.1 Develop policies and guidelines for allocation of limited service resources; incorporate, as appropriate, into a development management plan. (County Planning Department, Service Agencies)

1.2.2 Review and revise, as required, service and facilities capital improvement plans; coordinate with development management plan. (Service Agencies)

1.3.1 Adopt "spheres of influence" as basis for future annexations. (County LAFCo)

1.3.2 Prohibit the formation of new service entities within the unincorporated urban area. (County LAFCo)

1.3.3 Review, and as required, revise capital improvement programs based on projected levels of development; coordinate, as required, with growth management policies. (County Public Works Agency, Service Agencies, County Planning Department)

2) Transportation Facilities and Services

OBJECTIVE 1: To meet the travel needs of all citizens; to minimize adverse environmental impacts resulting from the development and operation of transportation services and facilities.

Principle

Public Transit

1.1 Public transit service should be provided throughout the unincorporated urban area, preferably within one-quarter mile of all residents, businesses, educational, health care and service facilities, and park and recreation sites. Service should be provided in response to demonstrated need; levels of service, in terms of frequency and hours of service, and routing should reflect a balance between the costs of providing the service and the benefits derived.

Implementation

1.1.1 Review and, as required, revise transit routing, scheduling. (Transit Operators)

1.2 Transit service should be adequate to meet peak hour travel demand to and within major activity areas, assuring reasonable comfort and convenience.

1.2.1 Review and, as required, revise transit routing and scheduling. (Transit Operators)

Principle

- 1.3 The overall transportation system should include a variety of facilities and routes consistent with travel needs.
- 1.4 Public transit facilities and services should be designed and operated to respond to special travel problems of minorities, the elderly, young, handicapped and economically disadvantaged, and other non-drivers.
- 1.5 Express transit service should be provided to improve access to BART stations in Hayward and San Leandro from portions of the unincorporated area lacking a convenient local BART station.

OBJECTIVE 2: To provide an efficient system of local, collector and arterial streets adequate to accommodate levels of travel demand generated by existing and proposed development; to minimize adverse impacts of system development and use on neighborhoods and business districts and on environmental resources and hazards.

Principle

Streets and Highways

- 2.1 Where the "C" level of service (when traffic moves at a steady flow but speeds and maneuverability are closely controlled by the volume of traffic) is exceeded on major streets during non-peak periods, and where the "D" level of service is exceeded during peak travel periods, necessary improvements, consistent with other plan policies, should be undertaken.
- 2.2. Where traffic congestion is an existing or imminent problem, priority should be given to those measures which will provide for more efficient use of existing streets and highways, including the use, where appropriate, of high occupancy vehicle lanes, traffic signal synchronization, and restrictions on parking and turning during peak travel periods.

Implementation

- 1.3.1 Review and as required, revise transit capital improvement programs. (Transit Operators)
- 1.4.1 Review and as required, revise transit routing and scheduling. (Transit Operators)
- 1.4.2 Redesign existing transit facilities or provide special vehicles or alternative facilities to minimize physical barriers to the disabled. (Transit Operators)
- 1.4.3 Provide reduced fares for persons on limited or fixed incomes. (Transit Operators)
- 1.4.4 Review, and as required, revise services to provide convenient and safe access to the primary destinations of persons with special transportation needs, including major shopping areas, health care and social service centers, schools and colleges, and recreation areas and facilities. (Transit Operators)
- 1.5.1 Review, and as required, revise transit routing and scheduling. (BART, Transit Operators)

Implementation

- 2.1.1 Undertake traffic studies to identify areas of existing or potential congestion; review and as required, revise capital improvement programs. (County Roads Department, County Planning Department)
- 2.1.2 Assess individual development projects in proportion to their traffic impacts. (County Planning Department)
- 2.1.3 Coordinate system planning with cities. (County Planning Department, County Roads Department, City Planning and Public Works Agencies)
- 2.2.1 Undertake traffic studies to identify areas of existing or potential congestion; assess effects of alternative measures and revise street and transit capital improvement programs as required. (County Planning Department, County Roads Department)
- 2.2.2 Encourage implementation of flexible work scheduling. (County Administrator, Private Sector)

Principle	Implementation
2.3 Local streets serving residential uses should be designed or redesigned to discourage through traffic and to limit traffic speeds; priority should be given providing access to residences, allowing for safe and convenient pedestrian movement, providing parking, and enhancing neighborhood amenity.	2.3.1 Review and, as required, revise local road standards. (County Roads Department, County Planning Department)
2.4 The street system should provide alternative routes for evacuation in the event of a major disaster, and for access for emergency vehicles.	2.4.1 Review and as required, revise street and highway standards; coordinate with emergency operations planning programs. (County Roads Department, County Office of Emergency Services; Fire Protection Agencies)

OBJECTIVE 3: To encourage and provide for the use of bicycles to provide for a variety of travel needs.

Principle

Bicycle Facilities

3.1 A system of bikeways should be provided within the unincorporated area, coordinated with facilities development in the adjoining cities. The bikeways system should: <ul style="list-style-type: none"> Be coordinated with other transportation routes and facilities; Provide convenient and safe access to community and regional activity, employment, shopping, and recreation areas and to public service centers and facilities; Provide direct routes between destinations and trip origins; 	3.1.1 Review and, as required, revise county road standards. (County Roads Department, County Planning Department)
	3.1.2 Implement the adopted bikeways plan. (County Roads Department, County Planning Department)
	3.1.3 Require provision for bicycle travel, where appropriate, in new subdivisions and commercial developments. (County Planning Department)
3.2 Commercial, transportation, civic, recreational and educational facilities should provide for the safe and, where appropriate, protected storage of bicycles.	3.2.1 Utilize provisions of planned development and site development review; revise criteria and guidelines as required. (County Planning Department)
	3.2.2 Review and, as required, revise public capital improvement programs. (County Public Works Agencies, Special Districts)
3.3 Where appropriate, public transit vehicles should provide for the transport of bicycles.	3.3.1 Review and, as required, revise transit capital improvement programs. (Transit Operators)

OBJECTIVE 4: To provide for the safety and comfort of pedestrians.

Pedestrian Facilities

4.1 Sidewalks, curbs and gutters should be provided along all streets in major commercial and medium and high density residential areas; along and in the vicinity of uses which generate significant amounts of pedestrian traffic, including convenience commercial areas and centers and public schools; and along major streets and other streets where sidewalks or pathways may be required to ensure pedestrian safety and comfort.	4.1.1 Review and, as required, revise capital improvement programs. (County Public Works Agency)
	4.1.2 Utilize provisions of site development and planned development district review; revise criteria and guidelines as required. (County Planning Department)
	4.1.3 Review and, as required, revise road improvement standards. (County Roads Department)

Principle

- 4.2 Public and private pedestrian ways should be designed to accommodate the handicapped.
- 4.3 An appropriate number of overpasses or underpasses should be provided along freeways and other transportation routes in order to minimize the barrier effect which these facilities may have on pedestrian mobility.

Implementation

- 4.2.1 Review and, as required, revise street design standards. (County Roads Department)
- 4.2.2 Revise capital improvement programs, as required. (County Public Works Agency)
- 4.3.1 Review and as required revise freeway and highway improvement plans. (County Public Works Agency, Metropolitan Transportation Commission, CALTrans)

3) Community and Neighborhood Service Facilities

OBJECTIVE 1: To provide adequate sites and facilities to meet education, cultural, recreation, health care, and other service needs of area residents; to minimize disruption to neighborhoods and communities resulting from the development and/or redevelopment and expansion of public facilities.

Principle

- 1.1 To the extent feasible, all community and neighborhood service facilities, including schools and other educational uses, libraries, cultural, government, and community centers, health care centers, social service centers, courts and detention facilities, and protection service facilities should be planned and located to serve both existing and projected population needs within their respective service areas.
- 1.2 All facilities should be adequately provided with utilities, including water supply, sewer, gas and electricity services, and with police and fire protection services. Transit service should be available.
- 1.3 All community and neighborhood facilities should be adequately sized to provide for both initial and long-term development.
- 1.4 Facilities should be attractively designed and landscaped, and should be adequately maintained. Facilities located in predominantly single family residential areas should be aesthetically compatible with the surrounding neighborhood.
- 1.5 Facilities involving high levels of activity - day and/or night - should generally be located outside of, or at the perimeter of, residential neighborhoods. Provision should be made to divert use-related traffic away from residential streets.

- 1.1.1 Review and, as required, revise capital improvement programs, service programs. Coordinate with general plan. (Service Agencies, County Planning Department)
- 1.2.1 Where necessary, annex public facilities sites to existing service districts. (LAFCo)
- 1.2.2 Review and revise as required development standards. (Service Agencies)
- 1.3.1 Base facilities development on area plans. (Service Agencies, County Planning Department)
- 1.3.2 Review and as required revise capital improvement programs, and site development standards. (Service Agencies)
- 1.4.1 Review and, as required, revise capital improvement and operations programs. (Service Agencies)
- 1.4.2 Review and, as required, revise site development standards. (Service Agencies)
- 1.5.1 Review and, as required, revise capital improvement programs and development standards. (Service Agencies, County Planning Department)

Principle

- 1.6 Facilities requiring the support of related private or public uses should be located in areas where there is sufficient land available for these auxiliary uses, or in areas where there are existing concentrations of these support uses.
- 1.7 Any decisions regarding alternative use of community and neighborhood service facilities and/or sites should be based on long term projections of area service needs, reflecting planned changes in land use.
- 1.8 To the extent feasible, all public service facilities should remain in public ownership and utilized for the public benefit.
- 1.9 The sale, or lease for development, of school or other public service facility sites currently serving important neighborhood or community park and recreation needs should be discouraged unless comparable facilities can be provided on alternate sites within the service area.
- 1.10 The development of residential, commercial, industrial or other private uses on surplus public sites will be governed by plan principles applicable to the site and which pertain the specific use proposed.

Implementation

- 1.6.1 Review zoning and revise, as required. (County Planning Department)
- 1.6.2 Review and as required, revise capital improvement programs and development standards. (Service Agencies)
- 1.7.1 Review and as required revise capital and operations programs. (Service Agencies)
- 1.8.1 Review and, as required, revise capital and operations programs. (Service Agencies)
- 1.8.2 Review and, as required, revise guidelines for sale and use of publicly owned sites. (Service Agencies)
- 1.9.1 Review and, as required, revise guidelines/procedures for sale and use of publicly owned sites. (Service Agencies)
- 1.9.2 Coordinate capital and operations programs. (Service Agencies)
- 1.10.1 Review and, as required, revise zoning. (County Planning Department)
- 1.10.2 Utilize site development review, planned development district review provisions as appropriate. Review and, as required, revise criteria and guidelines. (County Planning Department)
- 1.10.3 Utilize applicable subdivision ordinance provisions, as appropriate. (County Planning Department)

4) Community and Neighborhood Parks

OBJECTIVE 1: To provide a well balanced, unified system of park and recreation facilities offering a variety of active, passive and cultural recreational opportunities to all residents, and adequate to meet changing recreational needs of area residents.

- 1.1 A system of local public park facilities and recreation programs should be provided, coordinated with the programs and facilities of public school districts, semi-public agencies and private organizations, and regional, municipal, state and federal agencies.
- 1.1.1 Review and, as required, revise capital improvement and service programs. (HARD, Other Service Agencies)
- 1.1.2 Maintain and implement Hayward Area Recreation and Park District park and recreation plan; coordinate with County general plan policies and subdivision ordinance standards. (HARD, County Planning Department)

Principle

- 1.2 Local community and neighborhood parks should be located and sized and should contain appropriate facilities to serve both the existing and projected population within each service area.
- 1.3 The terrain of local park sites should be suitable to accommodate both active and passive recreational activities.
- 1.4 Local park sites should be provided with adequate water supply, sewer, police and fire protection services, and should be accessible by foot, bicycle, public transit and by automobile.
- 1.5 Neighborhood and community recreation facilities should, to the extent possible, be located near the center of their service areas, except where alternative sites may offer considerable advantages (eg. significant natural features and vistas, incorporation of a public utility easement) over a centrally located site.
- 1.6 Neighborhood and community recreation facilities should be conveniently accessible from all parts of their service areas. Facilities should not be separated from their service areas by natural or manmade barriers. Sites which would require hazardous travel should generally not be used.
- 1.7 Neighborhood and community park and recreation facilities should, to the extent possible, be located in predominantly residential areas.
- 1.8 To the extent possible, all parklands should be dedicated and held inviolate in perpetuity, protected by law against diversion to non-recreational purposes and against invasion by inappropriate uses.

Neighborhood Parks

- 1.9 Each neighborhood park should serve an area no more than one quarter mile in radius, with a population no greater than 4,000. Neighborhood park service areas should be bounded, but not intersected, by major streets.
- 1.10 Each neighborhood park should include a playground, tot lot, and area for passive recreation, consistent with service area needs. When possible, the playground may be located on an adjoining elementary school site, and the elementary school building serve as a neighborhood recreation center. If separate from a school, the neighborhood park should, where possible, provide a recreation building.

Implementation

- 1.2.1 Review and, as required, revise park standards and capital improvement programs. (County Planning Department, HARD)
- 1.2.2 Review and, as required, revise District park and recreation plan; coordinate with County. (HARD, County Planning Department)
- 1.3.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department)
- 1.4.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department, Service Agencies)
- 1.5.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department)
- 1.6.1 Review and, as required, revise park standards. (HARD, County Planning Department)
- 1.7.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department)
- 1.8.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department)
- 1.8.2 Utilize provisions of subdivision ordinance. (County Planning Department)
- 1.9.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department)
- 1.9.2 Review and, as required, revise applicable provisions of subdivision ordinance. (County Planning Department)
- 1.10.1 Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department, School districts)

Principle

Implementation

Community Parks, Special Recreation Areas and Facilities

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| 1.11 | Each community park should include a playfield, recreation building and additional area for passive recreation. Community park facilities should provide outdoor and indoor facilities serving all age groups and providing for a variety of organized group activities. | 1.11.1 | Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department) |
| 1.12 | Each community park should have a service area of no more than 1-1/2 miles in radius, with a service area population of no more than 25,000. | 1.12.1 | Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department) |
| | | 1.12.2 | Review and, as required, revise applicable provisions of subdivision ordinance. (HARD, County Planning Department) |
| 1.13 | Community parks and recreation facilities should be located close to major streets and to public transit service. | 1.13.1 | Review and, as required, revise park standards and capital improvement programs. (HARD, County Planning Department) |
| 1.14 | When possible, the community playfield may be located on the site of an adjoining intermediate or secondary school. The playfield should provide areas and facilities normally required to meet the school's physical education program needs. Community park facilities, providing primarily for passive recreation, and a community center building should also be included. | 1.14.1 | Review and, as required, revise park standards. (HARD, County Planning Department) |
| 1.15 | Where possible, natural areas and special use recreation areas and facilities should be included as part of the community-wide park system in order to satisfy more diverse and specialized recreation needs and in order to preserve significant natural features. | 1.15.1 | Review and, as required, revise park standards. (HARD, County Planning Department) |
| 1.16 | Except where they are developed in order to incorporate significant natural features, community-wide park facilities and other large special use recreation areas and facilities should normally be located such that they are conveniently accessible to all area residents. | 1.16.1 | Review and, as required, revise park standards. (HARD, County Planning Department) |

5) Flood Control Facilities

OBJECTIVE 1: To reduce exposure to flood hazards; to minimize environmental impacts of flood control improvements.

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| 1.1 | Flood control improvements should be undertaken where required to eliminate significant flooding problems in existing urbanized areas. | 1.1.1 | Review and, as required, revise flood control capital improvement programs. (County Flood Control and Water Conservation District) |
| 1.2 | To the extent possible, flood control projects should incorporate trails, bikeways and recreation facilities. | 1.2.1 | Coordinate flood control and park and recreation plans and capital improvement programs. (County Flood Control and Water Conservation District, Park Districts) |

Principle

- 1.2 To the extent possible, flood control projects should incorporate trails, bikeways and recreation facilities.
- 1.3 Flood control improvements should allow for the protection, wherever possible, of important riparian areas.

Implementation

- 1.2.2 Review and, as required, revise flood control design standards. (County Flood Control District)
- 1.3.1 Review and, as required, revise flood control design standards. (County Flood Control District)

6) Solid Waste Management

OBJECTIVE 1: To conserve energy and resources; to provide for the recycling of resources.

- 1.1 Solid waste recycling facilities should be retained and/or provided convenient to all residences, businesses and industries.
 - 1.1.1 Review and, as required, amend zoning and site development standards. (County Planning Department)
 - 1.1.2 Coordinate all solid waste management programs and planning with the Alameda County Solid Waste Management Authority. (County Planning Department)

7) Utility Lines and Stations

OBJECTIVE 1: To minimize adverse effects of utility lines and power generating and relay stations on area scenic qualities.

- 1.1 With the exception of high voltage lines and facilities, all utilities within residential areas, commercial areas, and scenic open space areas should be placed underground.
 - 1.1.1 Enforce and, as required, revise provisions of subdivision ordinance. (County Planning Department)
 - 1.1.2 Continue undergrounding programs in existing developed areas; develop priorities and standards as required. (Utility Districts and Companies)
 - 1.1.3 Review and, as required, revise design standards and capital improvement programs.

f. Major Open Space Areas

OBJECTIVE 1: To provide for public and private use of major open space areas, consistent with the protection and preservation of significant environmental qualities and values.

- 1.1 Urban and rural density uses, and, to the extent feasible, major public facilities should not be permitted in areas outside of those planned for such development. (See urban area definition, - 1) Extent of Urban Area.)
 - 1.1 Zone open space areas for appropriate open space uses. (County Planning Department)
 - 1.1.2 Review and, as required, revise public facilities capital improvement programs. (Public Works Agency)

Principle

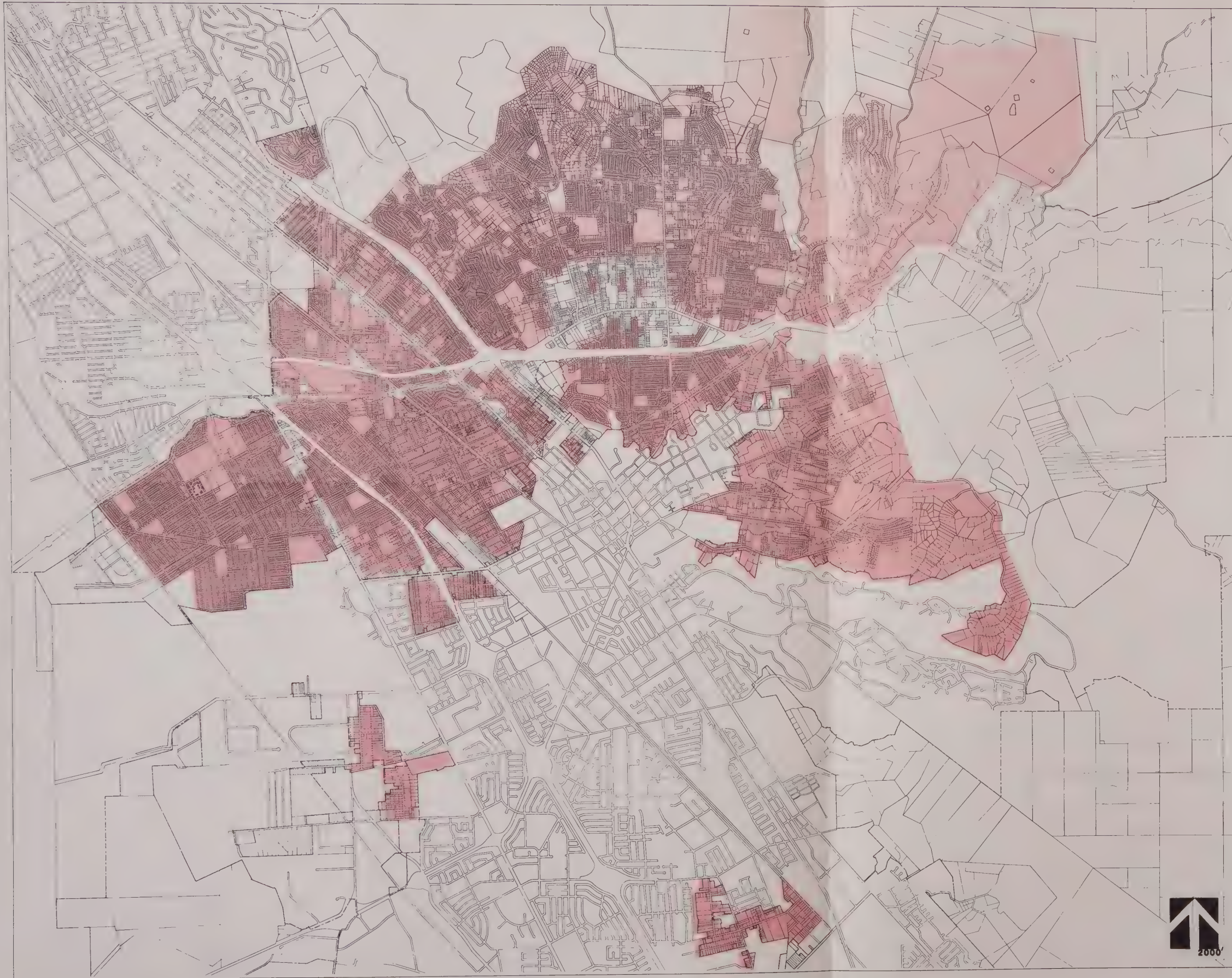
- 1.2 Lands containing highly significant biotic resources should be left substantially undeveloped. Very low density uses, and limited facilities development may be permitted if these are appurtenant to and consistent with resource management.
- 1.3 Extensive open space areas adjoining the urban area should be made available for public recreation uses, consistent with resource management practices.
- 1.4 Private open space uses compatible with resource values, including grazing and cultivated agricultural uses, should be encouraged and protected. Proper management practices should be encouraged to minimize impacts on other area resources and to ensure the long-term viability of these private uses.

Implementation

- 1.2.1 Encourage public acquisition and management of lands containing significant biotic resources. (Park Districts; State and Federal Agencies)
- 1.2.2 Assess public open space land management practices for resource impacts; revise as required. (Park Districts; Water Districts; State and Federal Agencies)
- 1.2.3 Encourage and, as required, regulate private open space activities which will ensure management practices consistent with protection of significant biotic resources. (Planning Departments; Agricultural/Conservation Agencies)
- 1.3.1 Encourage public acquisition and management of lands suited for a variety of passive and active recreation uses. Develop, review and, as required, revise acquisition, development and management programs to: 1) minimize impacts on resource values; 2) minimize impacts on adjoining open space uses; and 3) meet changing needs of area residents. (Park Districts)
- 1.3.2 Encourage multiple use of public watershed-lands, consistent with resource management practices. (Water Districts)
- 1.3.3 As feasible and appropriate, include provision for public access to shoreline, Bay and hill area open space areas in public and private developments adjoining these areas. (City and County Planning Departments, Public Service and Utility Agencies, BCDC, Park Districts)
- 1.4.1 Discourage uses or activities incompatible with primary private open space uses. (County Planning Department, Park Districts)
- 1.4.2 Review and coordinate park acquisition, development and management programs and proposals to minimize possible adverse impacts on private open space uses. (Park Districts)
- 1.4.3 Use Williamson Act contracts, and other appropriate economic incentives, to preserve open space lands. (County Planning Departments)
- 1.4.4 Provide information and assistance to ranchers and public land managers to help assure that land management is consistent with good conservation practices. (Soil/Conservation Agricultural Advisory Agencies)
- 1.4.5 Study and, as deemed appropriate, provide for additional police protection services to ranch and farm lands in order to reduce problems of trespass and vandalism. (County Sheriff's Department)
- 1.4.6 Minimize local government interference with private open space (grazing, cultivation) uses, unless it is determined that important resources are threatened. (County Board of Supervisors)

SUBURBAN AND LOW DENSITY RESIDENTIAL

Symbol






Note: The figure serves to generally indicate those areas, within the unincorporated communities and areas, where Suburban and Low Density Residential Land Uses would normally be permitted by applicable policy statements in this Plan. The figure illustrates Plan policy; it does not supersede and, therefore, should not be used without reference to the policies of this Plan document which, in all cases, will be used to determine project consistency with the County General Plan.



MEDIUM AND HIGH DENSITY RESIDENTIAL

Symbol

- 
• Infill within areas where Medium and High Density Residential is the predominant existing land use.
- 
• New Medium and High Density Residential within other Residential areas, as prescribed by Plan policy.
- 
• Existing Commercial areas where Medium and High Density Residential would be permitted in conjunction with the principal Commercial uses.



Note: The figure serves to generally indicate those areas, within the unincorporated communities and areas, where Medium and High Density Residential Land Uses would normally be permitted by applicable policy in this Plan. The figure illustrates Plan policy; it does not supersede and, therefore, should not be used without reference to these policies which, in all cases, will be used to determine project consistency with the County General Plan.





COMMERCIAL

Symbol


-  • Comparison and Customer Intensive Commercial
-  • Heavy, Secondary, Low Volume and Automobile Oriented Commercial/ Office and Medical Office Commercial


Note: The figure serves to generally indicate those areas, within the unincorporated communities and areas, where Commercial land uses would normally be permitted by applicable Plan policy. The figure illustrates the policies of the Plan; it does not supersede these, and, therefore, should not be used without reference to the written Plan principles and implementation recommendations which, in all cases, will be used to determine a project's consistency with the County General Plan.



FREEWAYS AND MAJOR STREETS

Symbol

 Freeways

 Major Streets (Arterials and Collectors)

Note: The figure incorporates Freeways and Major Streets proposals of the Castro Valley Plan (a part of the County General Plan, adopted August 8, 1978). Street and highway designations for the remaining unincorporated urban communities and areas are preliminary and subject to change following adoption of more detailed community plans.



ABAG -- Association of Bay Area Governments

AC TRANSIT -- Alameda/Contra Costa Transit District

Arterial -- Street designed or intended to move traffic rapidly from adjoining properties and collector streets to major traffic generation points and to the freeway system.

BART -- Bay Area Rapid Transit District

biota -- The flora and fauna of an area.

bond (municipal) -- Certificates of indebtedness issued by a state or local government authority as a promise to repay money over a period of time.

"C" level of service -- Traffic moves at a stable flow, but speeds and maneuverability are closely controlled by the volume of traffic. Most drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still maintained.

CMPU -- Central Metropolitan Planning Unit. The cities of Albany, Alameda, Berkeley, Emeryville, Oakland, and Piedmont.

collector street -- Designed or intended to channel traffic from adjoining properties and local streets to the major arterials.

community park -- A local park with sufficient space and outdoor and indoor recreation activities and facilities to satisfy the more diverse and specialized recreation needs in the community.

comparison and customer intensive commercial -- Commercial uses which require or benefit from clustering and other businesses into centers or areas where it is possible for shoppers to easily walk from one business to another. Examples of such uses are clothing, book, department and small specialty stores.

condominium -- Residential attached structures of single or multi-family construction in which occupants hold legal title to an apartment and a communal interest in the land and all improvements. Condominium ownership involves a single deed, the fee simple ownership of an individual unit and an individual interest in a fee representing the common elements.

condominium conversion -- Change in the type of ownership from residential rental realty in which the landlord owns the parcel(s) of land together with the existing attached structures to condominium ownership by a group of unit owners.

critical structures -- Those structures whose failure may affect substantial populations; whose continued functioning to the community welfare is critical; whose failure might be catastrophic; which must be fully operational immediately following a major earthquake; and which, therefore, should experience no structural or mechanical failure or damage to furnishings and equipment. Examples include nuclear reactors, large dams, plants manufacturing or storing explosives or toxic materials.

"D" level of service -- Traffic flow becomes more restricted than "C" level and delays to vehicles may be substantial during short peaks. However, periodic clearance of queues prevents excessive backups from developing.

Development Management Plan -- A set of regulations regarding the location, type, intensity and rate of development, often coordinated with capital improvement programs and operations budgets.

EBMUD -- East Bay Municipal Utilities District

EBRPD -- East Bay Regional Park District

EPU -- Eden Planning Unit. Generally the Eden Township. The cities of Hayward and San Leandro, and the unincorporated places of Ashland, Cherryland, Castro Valley, and San Lorenzo are in the EPU, as well as unincorporated areas surrounding the City of Hayward.

Essential Structures -- Those structures whose failure may affect substantial populations; whose use is critically needed after a disaster; which must be fully operational following a major earthquake; and which must not, therefore, sustain structural or mechanical failure, and only minor damage to furnishings and equipment. Examples include hospitals, fire stations, important utility centers, critical transportation elements such as bridges and overpasses, emergency communication facilities.

estimate (population) -- Computed present or historical population number.

fiscal -- Of or pertaining to local governmental costs and revenues.

flood fringe -- The portion of a 100-year flood plain which is outside of the floodway.

floodway -- The channel of a stream and portion of a flood plain required to carry flood flows of a 100-year flood without significantly raising the level of the flood waters.

heavy, secondary, low-volume and predominantly automobile-oriented commercial -- Commercial and light manufacturing or wholesaling uses requiring indoor and/or outdoor areas for storage of materials and goods; uses not requiring close, pedestrian proximity to other businesses for commercial success; drive-in uses, including service stations; auto supply and building supply establishments; and other service uses.

high occupancy structures -- Those structures whose failure would affect primarily the occupants; which have high occupancy; whose use after a disaster would be particularly convenient though not essential; and which must sustain no structural collapse and only minor damage that can be repaired quickly. Examples include high occupancy structures such as schools, churches, civic buildings, theatres, large hotels, jails, dormitories, high-rise apartments or office buildings.

household -- All persons occupying a single housing unit, including unrelated individuals and/or families; an occupied housing unit.

housing unit -- A house, an apartment, a group of rooms, or a single room occupied or intended for occupancy as separate living quarters.

infill (development) -- Development of vacant, usable land in substantially developed areas which had been previously passed over for development.

LAFCo -- Local Agency Formation Commission: has authority to approve, disapprove, or amend proposals for incorporation of a city or formation of a special district, annexation to an agency, exclusion of territory from or disincorporation of a city, and consolidation of two or more cities.

local government -- Local general purpose governments (county, city) and single or special purpose governments (school districts, fire protection districts, utility districts, etc.)

local parks -- Areas, usually owned or leased by a public agency, providing for the recurring and specialized recreation needs of residents.

local street -- Street intended primarily to provide access to adjoining properties.

low and suburban density residential -- Residential uses, development, or subdivisions with a gross density greater than 1.0 units per acre and usually less than 6.6 units per acre.

major street -- A collector or arterial, as defined.

medical office -- Offices, clinics and smaller laboratories of dentists, optometrists, osteopaths, physicians, and other medical professionals.

medium and high density residential -- Residential uses and developments with a gross residential density of 6.7 units per acre or more.

mixed use development -- A mixture of at least three types of mutually-supporting activities (such as residential, commercial, and recreational) in a single development project, often large in scale.

MTC -- Metropolitan Transportation Commission

multiple use development -- A project incorporating two or more uses but lacking the scale and functional diversity of mixed use development.

neighborhood or convenience commercial -- Uses, or collections of uses, in centers or compact areas providing for the day-to-day shopping needs of residents. In all cases centers or areas should include a grocery store.

neighborhood park -- A local park with sufficient space and outdoor and indoor recreation activities and facilities to serve frequently occurring recreation needs of all age groups within convenient walking distance of the park.

North County -- The Central Metropolitan Planning Unit and the City of San Leandro.

Planning Area -- The Central Metropolitan, Eden, and Washington Planning Units.

planning unit -- One of four statistical and geographic areas into which the County is divided for planning purposes. The four County planning units are: Central Metropolitan Planning Unit (CMPU), Eden Planning Unit (EPU), Washington Planning Unit (WPU), and the Livermore-Amador Valley Planning Unit (LAVPU). The first three are included in this plan and are defined in this glossary.

policy -- A definite course or method of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions.

projection (population) -- Computation of future changes in population numbers, given certain assumptions about future trends in the rates of fertility, mortality, and migration.

public authority (ie. housing) -- A governmental corporation providing a revenue-producing service, but unlike special districts, not directly dependent on property tax revenue.

public services -- The services and facilities provided by a public agency including, but not limited to, sewage collection and treatment, water supply and distribution, police and fire protection, parks and recreation, solid waste collection and disposal, energy, education, and flood control.

rare and endangered species -- Plants and animals designated as such under the United States Endangered Species Act of 1973, California Endangered Species Act of 1970, and the California Native Plant Protection Act of 1977.

riparian -- Of or pertaining to the bank of a watercourse.

rural residential -- Existing, projected or proposed residential uses which typically do not require public water supply or sewer service. Sanitation facilities usually involve septic tank systems. Includes residential areas in which the average lot size is more than one acre, but typically those areas where gross density is one unit per five acres.

SMSA -- Standard Metropolitan Statistical Area

South County -- The Eden and Washington Planning Units minus the City of San Leandro.

Special Study (Alquist-Priolo) Zones -- Zones delineated by the California State Geologist to encompass potentially hazardous faults. The Alquist-Priolo Geologic Hazard Zones Act is intended to provide policies and criteria to assist local and State agencies in providing public safety in hazardous fault zones.

special district -- An agency of government organized and established according to State Law to perform one or more definite functions and having power to tax, impose service charges, and incur long-term debt for capital construction through the issuance of bonds.

specific plan -- As described in Sections 65450 and 65554 of the State Government Code, a plan for the systematic execution of the general plan. A specific plan may apply to the entire area covered by the general plan or to any subarea. It includes all detailed regulations, conditions, programs and proposed legislation which are necessary for the implementation of each element of the general plan. The regulations and programs may, for example, cover:

- a. the location of housing, businesses, open space, public facilities together with regulations controlling the height, bulk, and setback of buildings;
- b. the location and extent of existing or proposed streets and roads;
- c. standards for population density and building density; and
- d. standards for conservation, development, and utilization of natural resources.

The Board of Supervisors may establish rules and procedures for the application and enforcement of specific plans.

sphere of influence -- A plan for the probable ultimate physical boundaries and service area of a local governmental agency.

urban development -- Existing, projected or proposed public, commercial, and/or residential uses, which typically require a range of municipal type services, including public water supply, sewer service, fire and police protection services. Includes residential development with a gross average density of more than one unit per acre.

WPU -- Washington Planning Unit. Generally the Washington Township. The cities of Fremont, Newark, and Union City are in the WPU, as well as a small amount of unincorporated hill area.

100 year flood -- The flood having a one percent change of being equalled or exceeded in any given year.

Supplementary Goals and Policies

(Under separate cover)

A compilation of policies and proposals in other adopted Elements and parts of the County of Alameda General Plan, notated to indicate those deleted and those retained by the amendment adopting the current Plan document.

**THE COUNTY PLANNING COMMISSION OF ALAMEDA COUNTY
HAYWARD, CALIFORNIA**

RESOLUTION NO. 80-82 At meeting held October 6, 1980

Introduced by Commissioner Rusteika
Seconded by Commissioner Tully

WHEREAS, pursuant to the provisions of the Planning Law (Title 7 of the Government Code) it is the function and duty of the County Planning Commission of Alameda County, California, to prepare and maintain a comprehensive long-term general plan for the physical development of the County, such plan to be known as the General Plan, and of the Board of Supervisors to adopt all or any part of said General Plan or any subject thereof for all or any part of the County; and

WHEREAS, said Planning Law provides that the Commission may approve and recommend adoption by the Board of Supervisors of amendments to all or part of the General Plan when the Commission deems it necessary because of changed conditions or further studies; and

WHEREAS, the County of Alameda has an official General Plan entitled **GENERAL PLAN, COUNTY OF ALAMEDA, STATE OF CALIFORNIA**, adopted by the Board of Supervisors on May 26, 1966, and amended periodically through January 4, 1979; and

WHEREAS, changed conditions require this Planning Commission to consider amendments to said General Plan; and

WHEREAS, this Commission did announce its intent to consider amendments to said General Plan relating to the Central Metropolitan, Eden and Washington Planning Units of Alameda County; and

WHEREAS, duly noticed public hearings were held to consider amending said General Plan for the Central Metropolitan, Eden and Washington Planning Units of Alameda County on July 21, September 15, and October 6, 1980; and

WHEREAS, an Environmental Impact Report for the plan amendment, entitled "Draft Environmental Impact Report - Draft Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County, California," July 7, 1980, as amended by "Addendum Environmental Impact Report, Draft General Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County, California," September 15, 1980, identified significant effects of the subject General Plan for the Central Metropolitan, Eden and Washington Planning Units amendment, which effects are set forth in said Environmental Impact Report; and

WHEREAS, this Commission does certify that the final EIR has been completed in compliance with CEQA and the State EIR Guidelines and it has been reviewed and the information contained in said EIR has been considered; and

WHEREAS, the California Environmental Quality Act and State and County Guidelines adopted pursuant thereto require this Commission to make findings where the EIR identifies one or more significant effects which would or would be likely to result from approval or modified or conditional approval of the plan amendment; and

WHEREAS, the Commission does find that;

- 1) Changes or alterations have been required in, or incorporated into the plan amendment which mitigate or avoid some of the significant environmental effects thereof as identified in the final EIR; and

- 2) Some of the changes or alterations are within the responsibility and jurisdiction of other public agencies and are not the responsibility of the Alameda County Planning Commission. Such changes have been or can and should be adopted by such other agencies.
- 3) Specific economic, social or other considerations make infeasible mitigation measures or project alternatives identified in the Environmental Impact Report; and

WHEREAS, the evidence and statements of facts relied upon by this Commission supporting such findings are set forth in the attached document, entitled "Environmental Impact Findings, General Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County," Alameda County Planning Commission, October 6, 1980; Now Therefore

BE IT RESOLVED that this Commission does hereby approve the General Plan Amendment entitled "General Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County, California - A Part of the Alameda County General Plan," comprising the document entitled "Draft General Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County," July 7, 1980, and changes to said "Draft General Plan" as indicated in the document entitled "Addendum to the Draft General Plan for the Central Metropolitan, Eden and Washington Planning Units, Alameda County," October 6, 1980, and does recommend adoption by the Board of Supervisors of the said amendment.

ADOPTED BY THE FOLLOWING VOTE:

AYES: Commissioners: Tully, Cheng, Douglas, Rusteika, Shockley, and Tissoi

NOES: 0

ABSENT: Commissioner Bernhardt, Commissioner Upshaw

ABSTAINED: 0

**WILLIAM H. FRALEY - PLANNING DIRECTOR AND SECRETARY
COUNTY PLANNING COMMISSION OF ALAMEDA COUNTY**

Approved as to Form
RICHARD J. MOORE, County Counsel

By: *RM* Deputy

THE BOARD OF SUPERVISORS OF THE COUNTY OF ALAMEDA, STATE OF CALIFORNIA

On motion of Supervisor..... Santana....., Seconded by Supervisor..... Cooper.....,
and approved by the following vote,
Ayes: Supervisors..... Cooper, Excell, George, Santana and Chairman Bort - 5.....
Noes: Supervisors..... None.....
Excused or Absent: Supervisors..... None.....

THE FOLLOWING RESOLUTION WAS ADOPTED:

NUMBER 189660

AMEND GENERAL PLAN

WHEREAS, this Board of Supervisors did receive Resolution No. 80-82 from the County Planning Commission of Alameda County relating to its approval of and recommendation to this Board for adoption, the General Plan Amendment entitled, "GENERAL PLAN FOR THE CENTRAL METROPOLITAN, EDEN AND WASHINGTON PLANNING UNITS, ALAMEDA COUNTY CALIFORNIA--A PART OF THE ALAMEDA COUNTY GENERAL PLAN" comprising the document entitled "GENERAL PLAN FOR THE CENTRAL METROPOLITAN, EDEN AND WASHINGTON PLANNING UNITS, ALAMEDA COUNTY," October 6, 1980, including "APPENDIX B - SUPPLEMENTARY GOALS AND POLICIES," and

WHEREAS, pursuant to the provisions of Section 65355 of the Government Code of the State of California, this Board held public hearings on the matter on January 8, 1981, and January 13, 1981; and

WHEREAS, this Board did consider an Environmental Impact Report and related documents in said General Plan Amendment; Now Therefore

BE IT RESOLVED that this Board of Supervisors does and it hereby adopts said amendments to the GENERAL PLAN, COUNTY OF ALAMEDA, STATE OF CALIFORNIA for the area described as Central Metropolitan, Eden and Washington Planning Units; and

BE IT FURTHER RESOLVED that this Board of Supervisors does and it hereby adopts as its own the findings of the Planning Commission including, but not limited to those relating to the Environmental Impact Report prepared for this plan amendment; and

BE IT FURTHER RESOLVED that this Board in no way, through adoption of said Plan, intends to designate specific plans for the Ashland school site or any other urban residential site in the unincorporated area.

I CERTIFY THAT THE FOREGOING IS A CORRECT COPY OF A RESOLUTION ADOPTED BY THE BOARD OF SUPERVISORS ALAMEDA

COUNTY, CALIFORNIA JAN 13 1981
MAR 02 1981








ATTEST:
WILLIAM MEHRWEIN, CLERK OF
THE BOARD OF SUPERVISORS

BY: *Yolita Carrasco*

CITY GENERAL PLAN LAND USE PROPOSALS

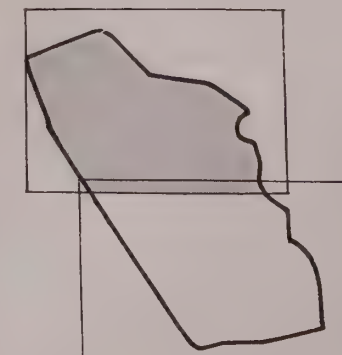
SYMBOL

RESIDENTIAL

	SUBURBAN AND LOW DENSITY
	MEDIUM AND HIGH DENSITY
	COMMERCIAL
	INDUSTRIAL
	PUBLIC
	MIXED URBAN
	TRANSPORTATION/MILITARY

Note: The diagram illustrates, in a generalized format, the current (1980) general plan land use proposals as adopted by the cities of Albany, Berkeley, Emeryville, Alameda, Oakland, Piedmont, San Leandro, Hayward, Union City, Newark and Fremont for their respective planning areas. The diagram is not an official part of this County of Alameda General Plan document but serves rather, to familiarize the user of this Plan with the long term land use proposals of the several cities within the Central Metropolitan, Eden, and Washington Planning Units. The individual city plans should therefore be consulted for official local plan policy.







The diagram does not indicate County of Alameda land use proposals for the unincorporated communities and areas. For these the Findings and Policies section of this Plan should be consulted.



CITY GENERAL PLAN LAND USE PROPOSALS

SYMBOL

RESIDENTIAL

-  SUBURBAN AND LOW DENSITY
-  MEDIUM AND HIGH DENSITY
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC
-  MIXED URBAN

Note: The diagram illustrates, in a generalized format, the current (1980) general plan land use proposals as adopted by the cities of Albany, Berkeley, Emeryville, Alameda, Oakland, Piedmont, San Leandro, Hayward, Union City, Newark and Fremont for their respective planning areas. The diagram is not an official part of this County of Alameda General Plan document but serves rather, to familiarize the user of this Plan with the long term land use proposals of the several cities within the Central Metropolitan, Eden, and Washington Planning Units. The individual city plans should therefore be consulted for official local plan policy.

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